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THE DEPARTMENT OF STATE BULLETIN

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United Nations World Population Conference Held at Bucharest

Following are statements made in plenary meetings of the U.N. World Population Conference on August 20 and August 30 by Caspar W. Weinberger, Secretary of Health, Education, and Welfare, head of the U.S. delegation to the conference; statements made in Committee II (Population, Resources, and the Environment) on August 21 by Russell W. Peterson, Chairman, Council on Environmental Quality, and on August 23 by Christian A. Herter, Jr., Special Assistant to the Secretary of State for Environmental Affairs; a statement by Secretary Weinberger issued to the press on August 30 at the conclusion of the conference; and the text of the World Population Plan of Action approved by the conference on August 30.¹

STATEMENT BY HEW SECRETARY WEINBERGER, PLENARY MEETING, AUGUST 20

I welcome this opportunity to thank Secretary General [of the United Nations Kurt] Waldheim for his stimulating address and the guidance he has given us. I should also like to declare to this distinguished body the admiration I have already expressed to our dedicated and indefatigable Conference Secretary General, Don Antonio Carrillo-Flores, for the thorough and valuable preparations he and his able colleagues have made for this largest of all U.N. conferences. Mr. President [George Macovescu, Minister of Foreign Affairs of Romania], we are grateful to your government and its many able officials who have provided the magnificent arrangements here and deeply appreciate

¹ For names of other members of the U.S. delegation, see press release 327 dated Aug. 9.

the warm traditional hospitality of the Romanian people.

The Charter of the United Nations announces our determination to provide social progress and better standards of life in larger freedom. For some time now, the nations represented here have been engaged in a common endeavor to improve the quality of life of our peoples and of mankind generally.

Many nations have made plans for themselves individually and collectively in the strategies for the U.N. Development Decade and Second Development Decade. Together we have passed resolutions and declarations in support of human rights, social development, improvement in the status of women, aid from science and technology, protection of the environment. There has been a special U.N. General Assembly on the use of resources. Preparations are being made for a conference to assure food supply.

Taken together, these actions cover essentially all aspects of the supply side of the population and development equation.

This great conference brings governments from all over the world for the first time to address the demand side of that equation: people. It is a momentous occasion to deal with a subject that is at the same time the most personal and the most public.

I should like to report to you first on the population situation in the United States. Our long-term downward trend of fertility, interrupted by the post-World War II baby boom, has resumed. Laws that existed in some of our states against sale or use of contraceptives have been declared invalid by many of our courts. A Commission on Population Growth and the American Future, authorized by the Congress and

appointed by the President, has produced a landmark study. The Congress has enacted and the executive branch is administering a family planning services program. Organized family planning programs now reach over 3 million women who otherwise would not have access to them. Some form of government-subsidized family planning service is now available in 85 percent of the counties in the United States, and efforts are being made to reach into the others. A national Center for Population Research supports a large biomedical and social service program of research in human fertility and its control. The U.S. Agency for International Development also sponsors general research programs.

Our government-supported programs insist that the voluntary choice of each individual participant must be fully safeguarded. We believe this choice is strengthened by information and by a full range of fertility controls. We are concerned about growing numbers, but we are equally concerned to help parents avoid the conception of an unwanted child—which I call a population crisis all its own.

Although the United States does not have a written population policy as such, the attitudes of the American people and the programs I have mentioned are as effective as a mere statement of policy. They have contributed to the drop in the U.S. birth rate in 1973 to 15 per 1,000 and even less for the first five months of this year. Fertility has been below the level of replacement for 2½ years. It seems likely, though by no means certain, that the country will report a stable population not long after the year 2000.

Elsewhere in the world, while developing countries have achieved commendable success in their strenuous efforts to increase the supply of goods and services for their peoples, their very success in reducing early mortality and extending life has, ironically, generated the very rapid population growth that in many nations absorbs a half, two-thirds, sometimes all of their increased economic growth.

This rapid population growth makes de-

velopment more difficult in many countries. Immediate consumption diverts resources from social and economic improvement. Importation of food depletes limited foreign exchange. The number of children for whom basic education cannot be provided continues to increase. Chronic and growing underemployment and unemployment are becoming more tragic for individuals and more serious for nations.

These are of course the major reasons that within the last decade 30 nations with 75 percent of the peoples of the developing world have undertaken programs to slow their population growth. Fifteen other developing nations have begun to provide family planning as a health service.

We agree with those nations that have decided the process of modernization itself requires that birth rates be reduced just as death rates have been and are being reduced. We agree with them further that as rapid population growth is slowed, national income per person will increase.

We also see population programs not as a substitute for development, but as a proper and integral part of development—whatever style it may follow. Whatever action nations take on population matters, it will be essential to move even more rapidly with programs of development to care for the growing numbers that will be inevitable.

Food and Natural Resource Requirements

The sudden, enormous requirements of many nations in 1972 for imported food have alarmed the world. The most urgent needs were met; but world food reserves are the lowest in decades, and prices of basic foods have risen sharply. All U.S. farmland formerly held out of production has been returned to production. There is little margin of safety anywhere. Part of this increased demand is due to the growing affluence of many countries, but part is due to population increase.

The annual increase of some 80 million people, nearly all in countries which already must import part of their food supply, plus slight improvements in diets for some, will

MESSAGE FROM PRESIDENT FORD TO THE WORLD POPULATION CONFERENCE¹

You are meeting on a subject that in the true meaning of the word is vital to the future of mankind: How the world will cope with its burgeoning population.

The rapid growth of the human race presents one of the greatest challenges to man's ingenuity that we have ever encountered. We already know a great deal about the causes of growth, but we know very little about the best ways to deal with its consequences. That must remain one of our primary mutual concerns for the remainder of this century.

The policies and programs you recommend to solve these problems could affect the peoples of all of our nations as well as generations yet unborn. I send you my wishes for the greatest success in your deliberations and pledge that the United States will work unceasingly with you in seeking solutions that are both sound and right.

GERALD R. FORD.

¹ Read before the opening plenary meeting of the conference on Aug. 19 by Secretary of Health, Education, and Welfare Caspar W. Weinberger.

increase world food requirements about 2½ percent per year on the average. But within many developing countries the annual increase in demand may be closer to 4 percent. The U.N. Second Development Decade of the seventies calls for a 4 percent annual increase in agricultural production. Unfortunately, in the first three years of the Decade the increase has only averaged 1 percent.

Agricultural specialists tell us that if all goes well with weather, soil, water, fuel, fertilizer, and if incentives are provided to the farmers, the world can produce the food requirements for the U.N. medium projection for the populations of 1985 and 2000.

Unfortunately, even if it works, much of this food will not be where the people are. The countries with the greatest needs simply will not be able to produce food to meet their needs. In many of them, most of the good land with adequate water is already in

use. Fuel and fertilizer are scarce, expensive, and usually require foreign exchange. In some large regions, population growth weakens an already fragile environment in ways that threaten longer term food production. Thus, overgrazing, deforestation, land exhaustion, soil erosion, and water pollution of many kinds increase in areas that can least afford any of these problems. In addition, the impact of natural or other disaster is greater because more people are trying to exist under marginal and quite vulnerable conditions.

Most developing countries will be dependent on continually increasing imports. If their populations grow as projected, their import requirements for basic cereals alone will rise from the 24 million tons in 1970 to some 95–112 million tons in 2000. The costs of these import requirements would rise from about \$2.5 billion in 1970 to \$15–\$18 billion (in 1974 prices) in 2000.

We will be moving toward the debacle described by Dr. Norman Borlaug, Nobel Peace Prize laureate, who has solemnly warned:

By the green revolution we have only delayed the world food crisis for another 30 years. If the world population continues to increase at the same rate we will destroy the species.

We all know that many predictions do not come true, but surely there is cause not only for grave concern but—even more important—for specific action in family planning and increasing the world's food supply.

We are all aware of the growing demands made on the world's natural resources, especially by the industrialized countries. In the United States 87 percent of the natural resources we use come from within the country, and a considerable part of these as well as imported resources are sent to other countries as finished products. Population growth, increasing affluence, and expanding industrialization in all countries are increasing these demands for resources.

Many human activities in both the industrialized countries and the less developed countries harm the natural environment. Most of the nations here have agreed in the

Action Plan for the Human Environment adopted at the U.N. World Conference on the Environment in 1972 to take measures to minimize these adverse effects. In the United States we are taking specific actions to make more efficient use of resources, reduce waste, reuse products, recycle materials, curb pollution, repair damage already done to the environment, and to plan developments so as to minimize adverse impacts on the world ecosystem. We will continue to strengthen these actions.

Individual and National Welfare

There is a temptation to think of the effects of too rapid population growth in national or world terms. But the actual suffering is in the individual family—mothers worn by too frequent childbearing, infants affected by malnutrition, children deprived of an education, young adults jobless and frustrated. These are great personal tragedies that affect millions.

The draft World Population Plan of Action quite rightly gives first attention to goals to reduce infant mortality, extend expectations of life, and erase the difference in expectation of life between more developed and less developed regions of the world. We strongly support these goals.

The draft plan of action also asserts the basic human right, recognized by repeated U.N. resolutions, of couples to determine freely and responsibly the number and spacing of their children and to have information, education, and means to do so. The plan urges each country to assure that such information, education, and means of family planning are made available to all its people by the end of this Second Development Decade or at the latest by 1985. This recommendation is the foundation of the plan. We support it, emphasizing the urgency of providing these services by the end of the Second Development Decade as called for by Economic and Social Council (ECOSOC) Resolution 1672 (LII), June 2, 1972, and the Declaration on Population and Development of the Second Asian Population Conference.² We think it is important also that couples, in having

children, recognize their responsibility to consider the welfare of the children and of their community.

We are glad to find in the plan of action recognition that nations, in addition to providing family planning services, should give attention in their development programs to aspects of development that are desirable in themselves and may also motivate couples toward smaller families: reduction of infant and child mortality; basic education, equally for women; improved status of women, including wider opportunities for employment; promotion of social justice; improvement of life in rural areas; provision for old-age security; education of the rising generation of children as to the desirability of small families; establishment of an appropriate lower limit for age of marriage.

We are all aware of the repeated, almost constant argument as to the relative merits of family planning services and of economic and social development for reducing fertility. Our own conclusion is that both are important. We think the draft plan of action presents both in a sensible balance.

Couples have both rights and responsibilities of parenthood. We believe, similarly, nations in exercising their sovereign right to determine their own population policies have a responsibility toward their neighbors and the world.

Reaching Population Goals

We commend the Secretary General and all who have been involved in the drafting of the World Population Plan of Action. We support it fully but believe it can and should be strengthened in a few important respects.

My delegation will suggest in the Working Group on the World Population Plan of Action national goals together with a world goal of replacement level of fertility by the year 2000.

We believe the plan should be the commencement of a serious effort by both developed and developing countries to consider

² For text of the declaration, adopted at Tokyo on Nov. 13, 1972, see BULLETIN of Jan. 1, 1973, p. 19.

the various means of arriving at chosen goals. The choice may make the difference between a decent life or early death for hundreds of millions of the next generation and even greater numbers in the following generation.

For example, according to the U.N. medium projection, the world's population will reach about 6.4 billion by 2000 and over 11 billion by 2050. If, however, delegates agree at this conference and are able to persuade their countries to endeavor to attain the practicable goal of a replacement level of fertility—an average of two children per family—by 2000, the world's population in that year will be approximately 5.9 billion. Countries with high fertility will still double or treble their populations, but the world total in 2050 will be about 8.2 billion rather than in excess of 11 billion. The difference is, of course, a half billion people in the year 2000 and over 3 billion in 2050. The quality of life our children enjoy or suffer in 2000, and our grandchildren in 2050, will be deeply affected by the course we take at this conference and later in our countries.

With this lower population size by 2000, food import requirements of the less developed countries would be reduced by 100 million tons of cereals, thereby making self-sufficiency in food a real possibility. They will be able to divert enormous funds from food imports to development needs.

As a contribution toward these goals, the United States offers four undertakings:

—First, we will carry out the provision of the World Population Plan of Action to the best of our ability. Especially we will continue our effort to assure the availability of family planning services to all our people.

—Second, we will undertake a collaborative effort with other interested donor countries and U.N. agencies—especially the World Health Organization (WHO), the U.N. Fund for Population Activities (UNFPA), the International Bank for Reconstruction and Development (IBRD), and the U.N. Children's Fund (UNICEF)—to assist poorer countries to develop low-cost basic preventive and curative health services, including

maternal and child health and family planning services, reaching out into remote rural areas. We have already begun to use our communications satellites for medical consultation and diagnosis. If desired, we could extend these new techniques to family planning organizations and administration.

—Third, we will join with other interested countries in a further collaborative effort of national research in human reproduction and fertility control covering biomedical and socioeconomic factors.

—Fourth, my government will be glad to join other countries in order to seek increased funds for assistance to bilateral and multilateral health and population programs in developing countries that desire our help and our voluntary contributions to the U.N. Fund for Population Activities. If other donor countries—especially the newly wealthy countries—indicate an interest in providing a steady increase in such funds over the next 10 years, my delegation will bring that message home from this conference, and given some evidence of world interest, it is quite possible our Congress will respond favorably.

Mr. President, I believe we all realize the awesome responsibility that falls on us who represent our governments here. We have a unique opportunity to offer guidance by which nations can set their own course toward a brighter future for their peoples. With the cooperative spirit I feel here, we can achieve a success for this conference that will benefit generations to come.

STATEMENT BY MR. PETERSON, COMMITTEE II, AUGUST 21

I welcome the opportunity to join with delegates from nations around the world to evaluate the impact of population on our resources, the environment, and the quality of life of people everywhere. I sense that most of us at this conference share a feeling of urgency in approaching this matter.

The number of people living in poverty is increasing. Food shortages, resource depletion, pollution, congestion, unemployment,

inflation, rocketing costs for food and fuel continue to intensify. Each problem is compounded and becomes more difficult to resolve as the world's population grows.

In the developing countries, according to the Food and Agriculture Organization (FAO), 20 percent of the people are undernourished and 60 percent malnourished. In many of the heavily populated developing countries, fresh water, agricultural land, forests, and fisheries are almost fully utilized, and modernization of agriculture is prohibitively expensive. As populations in such countries continue to grow they become more dependent upon outside supplies.

The Food and Agriculture Organization projects that global demand for fresh water will increase 240 percent by the end of the century. Yesterday a speaker pointed out that such quantities of water will not be available where needed most. Desalinating and transporting the water would seem to be too expensive.

Pressures on Resources

I want to associate myself with the remarks of the Representatives from Sweden, France, and Canada, who so capably emphasized what we think are overly optimistic stories about resource availability in the world. I want to suggest to those delegates who have spoken about "unlimited" resources and "unlimited" productivity to meet the needs of an unlimited population that they listen to the warnings issued yesterday in the plenary by the Deputy Director of the FAO, Mr. [Roy I.] Jackson, and by Lester Brown from the Population Tribune. These experts in the field of resource availability and food productivity reported that we are in the midst of a very, very serious situation. They sound a warning which I suggest all of us listen to very, very carefully.

We are, I fear, facing a situation, worldwide, that Garrett Hardin described simply but powerfully in his story, "Tragedy of the Commons." The message is something like this:

A farmer decided to graze his sheep on the common, a village green. His sheep grew

well on the plentiful grass there and multiplied. The farmer prospered and was happy. Eventually a second farmer, viewing the success of the first, put his sheep to graze on the common; then a third, a fourth, and so on. Shortly, the grass was overgrazed and it died. So did the sheep. The farmers started to fight. They had, through their individual actions, exceeded the carrying capacity of the common.

The same thing can happen on our planet. It has already happened, in fact, in the Sahel in Africa, and what happened in the Sahel can be duplicated elsewhere.

In 1950, about 21 million tons of fish were caught in the waters of the world. Rapidly growing fishing fleets with ever more efficient fishing equipment raised the catch to 40 million tons by 1960 and to 70 million tons by 1970. But the catch began to decline after 1970 and was 65 million tons last year. Has man exceeded the carrying capacity of the oceans? Some think that, by overfishing on the one hand and by polluting nursery grounds and estuaries on the other, he has.

Man has often abused natural resources and caused local catastrophes. The Oklahoma Dust Bowl in the United States was one example 40 years ago. The overgrazing in the Sahel and the flooding in Bangladesh, which was caused to a great degree by excessive deforestation, are examples of present man-made tragedies of the common.

The reaction of local farmers to the Oklahoma Dust Bowl was to move to California. But today, in most countries, we have run out of new places to which to move. We are receiving warnings that the earth's carrying capacity is being strained and that things must change or surely there will be a larger tragedy than the demise of a local common.

While it is imperative that we not give in to panic at the threats of widespread famine, poverty, and so forth, it is equally imperative that we heed the increasingly numerous warnings that both mankind and the earth are already straining to support the current population of approximately 4 billion people.

Each person added to the world increases the need for more resources and adds to the pollution pressure. In the more affluent na-

tions, an additional person, on the average, will find his needs fulfilled in abundance. In the developing countries, an additional person, on the average, will obtain a bare subsistence. Thus the former will use more resources and contribute more pollution pressure. In both cases, however, the additional person will lower the potential resources available to the existing population.

The gap between citizens in developed and developing countries is widening with respect to health, food supplies, energy available, other resources, housing, and social security. Though most developing countries are making some improvements, relatively speaking they are being left farther and farther behind the more rapidly advancing developed nations because of large expanding populations and low levels of financial resources available for economic growth.

The question is, will we heed the warnings?

Economic Development and the Environment

Economic development and resource depletion are critical threats to the quality of the environment. But will we do what must be done to balance needed economic growth with necessary pollution control and resource management techniques? We have not always done so in the past. In 1950, when the gross world product (GWP) reached its first trillion, there was little concern about pollution. The GWP is now \$3.5 trillion and will probably reach \$12 trillion by the end of the century. Environmental quality is receiving high priority throughout most of the world today, because the prime cause of pollution—economic development—has increased more than threefold in the last 23 years.

The tremendous pressure on the environment from increased economic activity will continue. It is important to remember that the developing nations need substantial economic development to provide a higher standard of living for their people. But even with a rapid growth in their per capita gross national product over the next several decades, developing nations will still have less of an impact on environmental degradation than

will the developed nations.

Thus it is clear that the developed nations' emphasis on pollution control is essential to preventing an economic avalanche from further despoiling the environment. At the same time, it would be most prudent for developing countries to learn and apply the lessons economic development has imparted to the more developed parts of the world: It is easier and cheaper to establish controls to protect the environment from the beginning of an industrial revolution than to mount a counterrevolution to clean up the mess from past abuses.

It is of major importance that all nations and especially the developed nations make the maximum effort to stop waste and to use their resources in the most efficient way. In the use of energy, for example, there are many opportunities for conservation. In our country, we are currently developing a major conservation program involving waste reduction, recycling, and resource management.

As people everywhere work to assure every human being a good quality of life, it is important to work to provide everyone an adequate economic well-being, food, health care, and shelter. In doing this, prevention of pollution of our environment and conservation of our resources are basic. But probably most important of all is the need to reduce the growth in the number of persons for whom the better quality of life will need to be provided.

Family Planning and Status of Women

In the United States, fertility has been declining steadily for several years and is now below the level necessary for parents to replace themselves. I personally hope the birth rate in the United States will continue to drop until a stable population is reached. The U.S. Government has actively made family planning assistance available to all who could not otherwise afford it. Our citizens are using these services, which have been an important factor in reaching the replacement birth level. Parents in our country are exercising their basic human rights to determine freely the number and spacing of their chil-

dren. The markedly improved status of women in our country has been an important factor here.

The interrelationship of the status of women and family planning has been noted by the Assistant Secretary General of the United Nations, Helvi Sipilä. Countries should make every effort to fully integrate women into all aspects of society.

In the United States, women are entering all fields in greater numbers. For example, the enrollment of women in medical and dental schools has doubled in the last year. When the talents of both men and women are utilized, development and economic growth are enhanced.

In recent years, the United States has, through a major effort on pollution abatement and control, done much to minimize adverse impacts on the world's ecosystem.

The decline in the growth in the production of goods and the increase in the growth of service industries has, similarly, reduced the impact of commerce on the environment. Most of the growth in our national economy is in the service sector, and it is predicted that the wave of the future in economic growth will continue to be from service, not production.

But we realize that our efforts to balance economic growth and protection of the environment will only be effective if we continue to be successful in reducing population growth. As the U.S. Population Commission pointed out a couple of years ago, there is nothing to be gained by a large increase in our population. This finding accepts the fact that the carrying capacity of the United States is limited. The carrying capacity of the world is likewise limited, and we must strive together to see that it is not exceeded.

The United States strongly endorses the World Population Plan of Action calling for parents to determine freely the size of their families, because that plan, which is before this conference, is aimed at achieving a balance between the number of people on earth and the planet's carrying capacity and thus will prevent a tragedy—not for one small village common, but for the world.

**STATEMENT BY MR. HERTER, COMMITTEE II,
AUGUST 23**

Over the last two days, we have heard a good deal of discussion—in fact there were seven consecutive speeches—to the effect that:

—Colonial and neocolonial powers, because of capitalistic exploitation, are responsible for most of the world's pollution and the imbalance of natural resources.

—The so-called planned economies have perfected a balance between nature, technology, and the political system whereby there is no shortage of resources and no need to worry about population and environment.

—In fact, said the delegate from the Soviet Union, with proper planning, the necessary technology, and the elimination of capitalistic monopolies, the earth could comfortably feed 35 billion people.

—In sum, the relationship between population, resources, and environment presents no problem about which we have to be concerned at an international level. Every country can manage quite adequately for itself.

Leaving aside the relative merits of differing socioeconomic and political systems, it might be useful to review a few facts.

According to a paper published by the United Nations entitled "World Population and Food Supplies" (E/CONF.60/CBP/19), a table entitled "The Changing Pattern of World Grain Trade" indicates that while Eastern Europe and the U.S.S.R., as one of the six world regions, had an export surplus in 1934–38 of 5 million metric tons, in 1973 this same region had to import 27 million tons. North America, on the other hand, had an export surplus of 88 million tons in 1973.

For this group of countries, with their allegedly perfectly balanced systems, to say that the world—filled as it is with imperfection—can feed 35 billion people when they have not been able to feed themselves for the last 10 years strikes one as being somewhat indifferent to reality.

Furthermore, that rapacious epitome of capitalism—as they have described the U.S.A.

—hasn't been doing too badly at feeding the rest of the world. During the period July 1, 1954, to December 31, 1973, U.S. food assistance programs to developing nations provided 34 billion pounds of wheat, 37 billion pounds of wheat flour, 5.6 billion of bulgur wheat, and 600 million pounds of rolled wheat. For more than a decade, the United States has been the world's largest exporter of wheat, feed grains, cotton, and oilseed products. For wheat and flour, the U.S. and Canada's percentage of world exports is in excess of 50 percent; for feed grains, in excess of 50 percent; cotton, 54 percent; and the United States supplies about 80 percent of the world's export market in soybeans. In addition, the United States is now the world's major exporter of rice.

Canada and the United States, and to a lesser extent Australia and New Zealand, are in fact the bread basket of the world, but the reserve that is available for emergencies—mass starvation, critical food shortages—is running out. This reserve in North America is now down to 27 days of world consumption. The only readily available reserve of unused cropland—in the United States—has now been completely planted, and as we heard yesterday, both the United States and Canada this year are having problems with weather.

This is why, Mr. Chairman, we feel it is so vital that there be a slowdown in the rate of population growth throughout the world.

We may be able to manage today and next year on food, although only at a minimal dietary level for a substantial percentage of the people. But what of 10 years from now, or 25 years? The most optimistic estimate is that world population will double by the year 2000, no matter what we do. Each day 200,000 more people are born, and each year 75–80 million new people have to be fed. Agricultural productivity in many countries is already falling behind population growth. We can't do much about the year 2000, but if we start now in seriously trying to lower the rate of population growth, we may be able to avoid quadrupling the world's population by the year 2035.

We agree with our colleagues from the Socialist countries that through technology and further exploration the world may avoid a critical shortage of minerals. Even the energy crisis may be met, although we all know how oil prices have affected the economies of the world today.

What we are deeply concerned about is arable land (it is enormously expensive to create new arable land) and a technological ceiling on per-acre yields on existing land. In addition, many experts are predicting a diminishing supply of fresh water for agriculture and the demands of an exponentially growing population.

This is why, Mr. Chairman, we feel there is an intimate relationship between population and resources and between population and environment—here we are talking about poverty, pollution, disease, and the quality of life. The delegate from Indonesia gave us yesterday a vivid exposition of what is happening in his country.

Nor do we think the overall impact of population growth on the environment and on natural resources can be viewed any longer as a series of purely national problems which can realistically be solved on a national basis; nor is it really an ideological problem—the capitalists versus the Communists. We all must recognize the problem and take action. We simply cannot ignore, as a world community, the fact that 10 million human beings may be starving in India next year.

This is why, Mr. Chairman, we support, among others, the recommendation put forward yesterday by the delegations of India, Bangladesh, and Kenya, identifying the concern of this conference with the immediate food and fertilizer situation, to the U.N. Conference on Food to take place this November in Rome.

STATEMENT BY HEW SECRETARY WEINBERGER, PLENARY MEETING, AUGUST 30

Mr. President, when I first addressed you from this podium, it was to thank you for the excellence of the arrangements made by your government and the warmth of your

country's traditional hospitality. Now that we have experienced both for these two weeks, we know we are right. We are also grateful to you for the parliamentary skill with which you have guided this conference. We also wish to thank Mr. Carrillo-Flores for his long, dedicated, and successful efforts on behalf of this conference.

I believe most of us came here with the conviction that this conference was to deal with one of the most serious problems that will confront mankind for the rest of this century. We were determined to do our best to agree on a plan of action to help solve these problems. Together, we have succeeded in that purpose.

As a result of this conference, we are all more aware of the nature of population factors in many countries and of the deeply held beliefs of our friends from these countries. We have adopted an excellent World Population Plan of Action—an accomplishment of great magnitude. That plan of action has been enriched by the thinking of many minds. It is adapted to the varied needs of many countries. It has the support of the overwhelming majority of nations.

We believe it deserves that support. The plan consolidates much that has been learned over past years. It plainly states the basic human right to plan families and to have the information, education, and means to do so and calls upon governments to assure their availability to all. It recognizes that population programs are part of, but an essential part of, economic and social development. It recognizes that such programs can assist social and economic development and that social and economic development can help moderate fertility—and that some sectors of development can do so more effectively than others and should have priority. It emphasizes that the principal aim of social and economic development, including needed population policies, is to improve the quality of life of people.

The improved plan gives far greater attention to the role of women in development and the need to take specific measures to improve their status. It recognizes that many countries have population objectives in ac-

cord with the low projections of the United Nations and that more urgent action is needed to attain those objectives. It invites countries to set quantitative goals for population programs and to take measures to attain them within a finite time—recognizing that each country has the sovereign right to set its own goals or none at all.

One of the features of this conference has been the need felt by many delegations to incorporate into the general proceedings of the conference, into the plan of action, and into some of the resolutions adopted by the various committees, references to the product of the sixth special session of the General Assembly such as the declaration and program of action looking forward to the establishment of the so-called new international economic order.

We wish to restate the position we took at the sixth special session and reiterated at the 57th ECOSOC session earlier this month. That declaration and program of action were not adopted by consensus. Our government's reservations expressed at the time of adoption by the sixth special session still remain valid today.

It is a policy goal of this government to cooperate fully in international efforts to deal with problems of population, food, and development. If we are to be successful, major efforts must be made over the next several years in these inextricably linked areas:

—Dealing with the human, technological, and organizational problems inhibiting an effective global population program; and

—Attaining food security by effective application of technology, increasing production, maintaining food aid at adequate levels, and building reserves.

We plan to do our part in providing financial assistance, especially to the lowest income countries, and we hope other financially able nations will do the same. We seek greater opportunities for progress of developing countries through international trade, investment, and technological transfer.

In coping with the damage of recent strains in the world economic system, we seek international agreement on special

measures for those low-income countries that have been disproportionately damaged by higher costs for imports of energy, food, and fertilizer but not significantly benefited by price rises for commodities they export.

The World Population Plan of Action we have adopted here today should not be considered as a victory or defeat for any faction, nation, or group of nations. It should be considered a triumph for the process of international cooperation under the United Nations that, I hope, will bring a better future for all the peoples of all the nations.

We are grateful for the privilege of working with all of you in a spirit of cooperation and friendship in the great task we have accomplished here.

STATEMENT BY HEW SECRETARY WEINBERGER ISSUED TO THE PRESS, AUGUST 30

American Embassy, Bucharest, press release dated August 30

At the end of this World Population Conference, it is apparent that it has achieved a great success in carrying out the purposes for which it was established by the resolution of the Economic and Social Council four years ago. The fact that a Population Conference of 135 nations has been held at all has been a great accomplishment. It has been a real educational process for all those who have attended.

It has successfully adopted a meaningful World Population Plan of Action. After two weeks, including a long weekend of intensive effort, a consensus was reached on a plan which is a landmark advance in international understanding and agreement on population matters. The plan itself says:

(It) must be considered as an important component of the system of international strategies and as an instrument of the international community for the promotion of economic development, quality of life, human rights and fundamental freedom.

Although, understandably, much attention has been given to the controversial paragraphs in the plan, the totality of the plan is most important. For example, the sections on collection and analysis of information, on

research, on training and education and the spreading of knowledge have received little attention outside of the working group itself, but they are fundamental to any plan for guidance to nations in the preparation of their own population programs.

Polemics and ideological statements in the first few days of the conference almost obscured the substance of the plan of action. The content of some of these statements were included in the plan; they added little of value but did not impair the substance.

The plan has not been injured and in a number of ways has been improved by the two weeks of consideration.

a. It confirms the basic human right of couples and individuals to decide freely and responsibly the number and spacing of their children and to have the information, education, and means to do so.

b. It calls on nations to assure the provision of such information and means to their peoples.

c. The plan recognizes for the first time that the responsibility of couples and individuals in the exercise of this right takes into account the needs of their living and future children and their responsibility to the community.

d. It recognizes, at the national level, the sovereign right of each nation to formulate and implement population policies and also recognizes that in exercising their sovereign rights nations should take into account international cooperation in order to improve the quality of life of the peoples of the world.

The plan also recognizes that population goals and policies are recognized to be integral parts of social, economic, and cultural development with the principal aim to improve levels of living and the quality of life of the people.

There has been introduced into the plan, with the leadership of the U.S. delegation and others, a strong recognition of the right of women to complete integration in the development process, particularly by means of an equal participation in educational, social, economic, cultural, and political life. An entire new section in the recom-

mendations has also been added concerning strengthening the status of women as essential in its own right and conducive to lower fertility.

The document also recommends priority in economic development programs to those sectors which, while valuable in their own right, will also be particularly conducive to moderating fertility. As noted earlier, the plan calls upon nations to assure the provision of means to assist responsible parenthood, but it omits the reference in the draft to achievement of this objective by 1980 or 1985. A new paragraph (37), however, invites countries which consider their birth rates detrimental to their national purposes to consider quantitative goals and implementing policies that may lead to the attainment of such goals by 1985. It recognizes of course that nothing in this invitation should interfere with the sovereignty of any government to adopt or not to adopt such quantitative goals. The inclusion of 1985 as a specific date was hotly debated in the working group but was sustained by a vote.

A strong statement concerning the relation of population matters to resources and environment has also been added.

The close relationship between population and food was recognized, and all governments were urged to participate actively in the World Food Conference in November in Rome.

The adoption of the plan of action by consensus should not be considered a victory or a defeat for any country or group of countries. We think it is a real triumph for the process of international negotiations under U.N. auspices and that it can lead to a better future for all peoples and all countries.

WORLD POPULATION PLAN OF ACTION³

The World Population Conference, having due regard to the human aspirations for better quality of life and rapid socio-economic development, taking

³ Approved by the conference on Aug. 30 without a vote (text from U.N. doc. E/CONF. 60/WG/L.55/Add. 3, draft report of the Working Group on the World Population Plan of Action, with subsequent corrections).

into consideration the interrelationship of population situations and socio-economic development, decides on the following World Population Plan of Action as a policy instrument within the broader context of the internationally adopted strategies for national and international progress.

CHAPTER I. BACKGROUND TO THE PLAN

1. The promotion of development and the quality of life require co-ordination of action in all major socio-economic fields, including population which is the inexhaustible source of creativity and a determining factor of progress. At the international level, a number of strategies and programmes whose explicit aim is to affect variables in fields other than population have already been formulated. These include the FAO's [Food and Agriculture Organization] Provisional Indicative World Plan for Agricultural Development, the United Nations/FAO World Food Programme, the ILO's [International Labor Organization] World Employment Programme, the Action Plan for the Human Environment, the United Nations World Plan of Action for the Application of Science and Technology to Development, the Programme of Concerted Action for the Advancement of Women, and, more comprehensively, the International Development Strategy for the Second United Nations Development Decade. The declaration on the establishment of a new international economic order, and the Programme of Action to achieve it, adopted by the Sixth Special Session of the United Nations General Assembly provide the most recent overall framework for international co-operation. The explicit aim of the World Population Plan of Action is to help co-ordinate population trends and the trends of economic and social development. The basis for an effective solution of population problems is, above all, socio-economic transformation. A population policy may have a certain success if it constitutes an integral part of socio-economic development; its contribution to the solution of world development problems is hence only partial, as is the case with the other sectoral strategies. Consequently, the Plan of Action must be considered as an important component of the system of international strategies and as an instrument of the international community for the promotion of economic development, quality of life, human rights and fundamental freedom.

2. The formulation of international strategies is a response to universal recognition of the existence of important problems in the world and the need for concerted national and international action to achieve their solution. Where trends of population growth, distribution and structure are out of balance with social, economic and environmental factors, they can at certain stages of development create additional difficulties for the achievement of sustained development. Policies whose aim is to affect population trends must not be considered substitutes for socio-economic development policies but integrated with

those policies to facilitate the solution of certain problems facing developing and developed countries and promote a more balanced and rational development.

3. Throughout history the rate of growth of world population averaged only slightly above replacement levels. The recent increase in the growth rate began mainly as a result of the decline in mortality during the last few centuries, a decline that has accelerated significantly during recent decades. The inertia of social structures and the insufficiency of economic progress, especially when these do not involve profound socio-cultural changes, partly explains why in the majority of developing countries the decline in mortality has not been accompanied by a parallel decline in fertility. Since about 1950, the world population growth rate has risen to 2 per cent a year. If sustained, this will result in a doubling of the world's population every 35 years. However, national rates of natural growth range widely, from a negative rate to well over 3 per cent a year.

4. However, the consideration of population problems cannot be reduced to the analysis of population trends only. It must also be borne in mind that the present situation of the developing countries originates in the unequal processes of socio-economic development which have divided peoples since the beginning of the modern era. This inequity still exists and is intensified by the lack of equity in international economic relations with the consequent disparity in levels of living.

5. Although acceleration in the rate of growth of the world's population is mainly the result of very large declines in the mortality of less developed countries, these declines have been unevenly distributed. Thus, at present, average expectation of life at birth is 63 years in Latin America, 57 years in Asia and only a little over 46 years in Africa, compared with more than 71 years in the more developed regions. Furthermore, although, on average, less than one in 40 children dies before reaching the age of one year in the more developed countries, one in 15 dies before reaching that age in Latin America, one in 10 in Asia and one in 7 in Africa. In fact, in some less developed countries, particularly African countries, average expectation of life at birth is estimated to be less than 40 years and one in four children dies before the age of one year. Consequently, many less developed countries consider reduction of mortality, and particularly reduction of infant mortality, to be one of the most important and urgent goals.

6. While the right of couples to have the number of children they desire is accepted in a number of international instruments, many couples in the world are unable to exercise this right effectively. In many parts of the world, poor economic conditions, social norms, either inadequate knowledge of effective methods of family regulation or the unavailability of contraceptive services results in a situation in which couples have more children than they desire or feel

they can properly care for. In certain countries and regions, on the other hand, because of economic or biological factors, problems of involuntary sterility and of subfecundity exist, with the result that many couples have fewer children than they desire. Of course, the degree of urgency attached to dealing with each of these two situations depends upon the prevailing conditions within the country in question.

7. Individual reproductive behaviour and the needs and aspirations of society should be reconciled. In many less developed countries, and particularly in the large countries of Asia, the desire of couples to achieve large families is believed to result in excessive national population growth rates and Governments are explicitly attempting to reduce these rates by implementing specific policy measures. On the other hand, some countries are attempting to increase desired family size, if only slightly.

8. Throughout the world, urban populations are growing in size at a considerably faster rate than rural populations. As a result, the majority of the world's population, for the first time in history, will be living in urban areas by the end of this century. Urbanization is generally an element of the process of modernization. Moreover, in certain countries this process is efficiently managed and maximum use is made there of the advantages accruing therefrom; in others urbanization takes place in an uncontrolled fashion and is accompanied by overcrowding in certain districts, urban unemployment, an increase in slums, deterioration of the environment, and many other social and economic problems.

9. In most of the developing countries, the high rate of urban population growth is generally accompanied by a lesser, but still significant, rate of rural population growth. The rural population of less developed countries is growing at a rate of 1.7 per cent a year and in some instances at a faster rate than that of the urban population in more developed countries. Furthermore, many rural areas of heavy emigration, in both more developed and less developed countries, are being depleted of their younger populations and are being left with populations whose age distribution is unfavourable to economic development. Thus, in many countries, the revitalization of the countryside is a priority goal.

10. For some countries the external migration may, in certain circumstances, be an instrument of population policy. At least two types of international migration are of considerable concern to many countries in the world: the movement of migrant workers with limited skills, and the movement of skilled workers and professionals. Movements of the former often involve large numbers and raise questions of fair and proper treatment in countries of immigration, the breaking up of families and other social and economic questions in countries both of emigration and immigration. The migration of skilled workers and professionals results in a "brain drain", often from less developed to more developed countries, which is at present of considerable concern to

many countries and to the international community as a whole. The number of instruments on these subjects and the increased involvement of international organizations reflects international awareness of these problems.

11. A population's age structure is greatly affected by its birth-rates. For example, declining fertility is the main factor underlying the declining proportion of children in a population. Thus, according to the medium projections of the United Nations, the average population of less than 15 years of age in the less developed countries is expected to decline from more than 41 per cent of total population in 1970 to about 35 per cent in 2000. However, such a *decline in the proportion* of children will be accompanied by an *increase in their numbers* at an average of 1.7 per cent a year. The demand for educational services is expected to increase considerably, particularly in view of the existing backlog and the continuously increasing population of children which ought to enter and remain in schools, and therefore the supply of educational services must be increased. On the other hand, with regard to the young population 15 to 29 years of age, an increase in both their proportion and number is expected in the less developed countries. Therefore, unless very high rates of economic development are attained, in many of these countries, particularly where levels of unemployment and under-employment are already high, the additional difficulties will not be overcome, at least until the end of this century. Furthermore, in both more developed and less developed countries, the greatly changing social and economic conditions faced by youth underline the need for a better understanding of the problems involved and for the formulation and implementation of policies to resolve them.

12. Declining birth-rates also result in a gradual ageing of the population. Because birth-rates have already declined in more developed countries, the average proportion aged 65 years and over in these countries makes up 10 per cent of the total population whereas it constitutes only 3 per cent in less developed countries. However, the ageing of the population in less developed countries has recently begun and is expected to accelerate. Thus, although the total population of these countries is projected to increase by an average of 2.3 per cent a year between 1970 and 2000, the population 65 years and over is expected to increase by 3.5 per cent a year. Not only are the numbers and proportions of the aged increasing rapidly, but the social and economic conditions which face them are also rapidly changing. There is an urgent need—in those countries where such programmes are lacking—for the development of social-security and health programmes for the elderly.

13. Because of the relatively high proportions of children and youth in the populations of less developed countries, declines in fertility levels in these countries will not be fully reflected in declines in population growth rates until some decades later. To illustrate this demographic inertia, it may be noted

that, for less developed countries, even if replacement levels of fertility—approximately two children per completed family—had been achieved in 1970 and maintained thereafter, their total population would still grow from a 1970 total of 2.5 billion to about 4.4 billion before it would stabilize during the second half of the twenty-first century. In these circumstances, the population of the world as a whole would grow from 3.6 billion to 5.8 billion. This example of demographic inertia, which will lead to a growing population for many decades to come, demonstrates that whatever population policies may be formulated, socio-economic development must accelerate in order to provide for a significant increase in levels of living. Efforts made by developing countries to speed up economic growth must be viewed by the entire international community as a global endeavour to improve the quality of life for all people of the world, supported by a just utilization of the world's wealth, resources and technology in the spirit of the new international economic order. It also demonstrates that countries wishing to affect their population growth must anticipate future demographic trends and take appropriate decisions and actions in their plans for economic and social development well in advance.

CHAPTER II. PRINCIPLES AND OBJECTIVES OF THE PLAN

14. This Plan of Action is based on a number of principles which underly its objectives and are observed in its formulation. The formulation and implementation of population policies is the sovereign right of each nation. It is to be exercised in accordance with national objectives and needs and without external interference, taking into account universal solidarity in order to improve the quality of life of the peoples of the world. National authorities have the main responsibility for national population policies and programmes. Nevertheless, international co-operation should play an important role in accordance with the principles of the United Nations Charter. The principles on which the Plan of Action is based are the following:

(a) The principal aim of social, economic and cultural development of which population goals and policies are integral parts is to improve levels of living and the quality of life of the people. Of all things in the world, people are the most precious. Man's knowledge and ability to master himself and his environment will continue to grow. Mankind's future can be made infinitely bright;

(b) True development cannot take place in the absence of national independence and liberation. Alien and colonial domination, foreign occupation, wars of aggression, racial discrimination, apartheid, neo-colonialism in all its forms, continue to be among the greatest obstacles to the full emancipation and progress of the developing countries and all the people involved. Co-operation among nations on the

basis of national sovereignty is essential for development. Development also requires recognition of the dignity of the individual, appreciation for the human person and self-determination as well as the elimination of the consequences of natural disasters and the elimination of discrimination in all its forms;

(c) Population and development are interrelated: population variables influence development variables and are also influenced by them; the formulation of a World Population Plan of Action reflects the international community's awareness of the importance of population trends for socio-economic development, and the socio-economic nature of the recommendations contained in this Plan of Action reflects its awareness of the crucial role that development plays in affecting population trends;

(d) Population policies are constituent elements of socio-economic development policies, never substitutes for them: while serving socio-economic objectives, they should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups;

(e) Independently of the realization of economic and social objectives, respect for human life is basic to all human societies;

(f) All couples and individuals have the basic human right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so; the responsibility of couples and individuals in the exercise of this right takes into account the needs of their living and future children, and their responsibilities towards the community;

(g) The family is the basic unit of society and should be protected by appropriate legislation and policy;

(h) Women have the right to complete integration in the development process particularly by means of an equal participation in educational, social, economic, cultural and political life. In addition the necessary measures should be taken to facilitate this integration with family responsibilities which should be fully shared by both partners;

(i) Recommendations in this Plan of Action regarding policies to deal with population problems must recognize the diversity of conditions within and among different countries;

(j) In the democratic formulation of national population goals and policies, consideration must be given, together with other economic and social factors, to the supplies and characteristics of natural resources and to the quality of the environment and particularly to all aspects of food supply including productivity of rural areas; the demand for vital resources increases with growing population and with growing *per capita* consumption; attention must be directed to the just distribution of resources and to the minimization of wasteful aspects of their use throughout the world;

(k) The growing interdependence among countries makes international action increasingly important to the solution of development and population problems. International strategies will achieve their objective only if they ensure that the underprivileged of the world achieve, through structural, social and economic reforms, a significant improvement in their living conditions;

(l) This Plan of Action must be sufficiently flexible in order to take into account the consequences of rapid demographic changes, of societal changes and changes in human behaviour, attitudes and values;

(m) The objectives of this Plan of Action should be consistent with the Purposes and Principles of the United Nations Charter, the Universal Declaration of Human Rights and with the objectives of the Second United Nations Development Decade; however, changes in demographic variables during the Decade are largely the result of past demographic events and changes in demographic trends sought during the Decade have social and economic repercussions up to and beyond the end of this century.

15. Guided by these principles, the primary aim of this Plan of Action is to expand and deepen the capacities of countries to deal effectively with their national and subnational population problems and to promote an appropriate international response to their needs by increasing international activity in research, the exchange of information, and the provision of assistance on request. In pursuit of this primary aim, the following general objectives are set for this Plan of Action:

(a) To advance understanding of population at national, subnational, regional and global levels, recognizing the diversity of the problems involved;

(b) To advance national and international understanding of the interrelatedness of demographic and socio-economic factors in development; of the nature and scope of the contribution of demographic factors to the attainment of goals of advancing human welfare, on the one hand, and the impact of broader social, economic and cultural factors on demographic behaviour, on the other;

(c) To promote socio-economic measures and programmes whose aim is to affect, *inter alia*, population growth, morbidity and mortality, reproduction and family formation, population distribution and internal migration, international migration, and consequently demographic structures;

(d) To advance national and international understanding of the complex relations among the problems of population, resources, environment and development, and to promote a unified analytical approach to the study of this interrelationship and to relevant policies;

(e) To promote the status of women and expansion of their roles, the full participation of women in the formulation and implementation of socio-economic policy including population policies, and

the creation of awareness among all women of their current and potential roles in national life;

(f) To recommend guidelines for population policies consistent with national values and goals and with internationally recognized principles;

(g) To promote the development and implementation of population policies where necessary, including improvement in the communication of the purposes and goals of these policies to the public and the promotion of popular participation in their formulation and implementation;

(h) To encourage the development and good management of appropriate education, training, research, information and family health services, as well as statistics in support of the above principles and objectives.

CHAPTER III. RECOMMENDATIONS FOR ACTION

A. Population goals and policies

1. Population growth

16. According to the United Nations medium population projections, little change is expected to occur in average rates of population growth either in the more developed or in the less developed regions by 1985. According to the United Nations low variant projections, it is estimated that as a result of social and economic development and population policies as reported by countries in the Second United Nations Inquiry on Population and Development, population growth rates in the developing countries as a whole may decline from the present level of 2.4 per cent per annum to about 2 per cent by 1985; and below 0.7 per cent per annum in the developed countries. In this case the worldwide rate of population growth would decline from 2 per cent to about 1.7 per cent.

17. Countries which consider that their present or expected rates of population growth hamper their goals of promoting human welfare are invited, if they have not yet done so, to consider adopting population policies, within the framework of socio-economic development, which are consistent with basic human rights and national goals and values.

18. Countries which aim at achieving moderate or low population growth should try to achieve it through a low level of birth and death rates. Countries wishing to increase their rate of population growth should, when mortality is high, concentrate efforts on the reduction of mortality, and where appropriate, encourage an increase in fertility and encourage immigration.

19. Recognizing that *per capita* use of world resources is much higher in the more developed than in the developing countries, the developed countries are urged to adopt appropriate policies in population, consumption and investment, bearing in mind the need for fundamental improvement in international equity.

2. Morbidity and mortality

20. The reduction of morbidity and mortality to the maximum feasible extent is a major goal of every human society and should be achieved in conjunction with massive social and economic development. Where death and morbidity rates are very high, concentrated national and international efforts should be applied to reduce them as a matter of highest priority in the context of societal change.

21. The short-term effect of mortality reduction on population growth rates is symptomatic of the early development process and must be viewed as beneficial. Sustained reductions in fertility have generally been preceded by reductions in mortality. Although this relationship is complex, mortality reduction may be a prerequisite to a decline in fertility.

22. It is a goal of this Plan of Action to reduce, to the maximum extent possible, the mortality level, particularly among children, as well as maternal mortality, in all regions of the world, and to reduce national and sub-national differentials in mortality levels. The attainment of an average expectation of life of 62 years by 1985 and 74 years by the year 2000 for the world as a whole would require by the end of the century an increase of 11 years for Latin America, 17 years for Asia and 28 years for Africa.

23. Countries with the highest mortality levels should aim by 1985 to have an expectation of life at birth of at least 50 years and an infant mortality rate of less than 120 per thousand live births.

24. It is recommended that national and international efforts to reduce general morbidity and mortality levels be accompanied by particularly vigorous efforts to achieve the following goals:

(a) Reduction of foetal, infant and early childhood mortality and related maternal morbidity and mortality;

(b) Reduction of involuntary sterility, subfertility, defective births and illegal abortions;

(c) Reduction, or if possible elimination, of differential morbidity and mortality within countries, particularly with regard to differentials between regions, urban and rural areas, social and ethnic groups, and sexes;

(d) Eradication, wherever possible, or control of infectious and parasitic diseases, undernutrition and malnutrition; and the provision of a sufficient supply of potable water and adequate sanitation;

(e) Improvement of poor health and nutritional conditions which adversely affect working age populations and their productivity and thus undermine development efforts;

(f) Adoption of special measures for reducing mortality from social and environmental factors and elimination of aggression as a cause of death and poor health.

25. It is recommended that health and nutrition programmes designed to reduce morbidity and mor-

tality be integrated within a comprehensive development strategy and supplemented by a wide range of mutually supporting social policy measures; special attention should be given to improving the management of existing health, nutritional and related social services and to the formulation of policies to widen their coverage so as to reach, in particular, rural, remote and underprivileged groups.

26. Each country has its own merits and experience in preventing and treating diseases. Promotion of interchange of experience in this regard will help to reduce morbidity and mortality.

3. *Reproduction, family formation and the status of women*

27. This Plan of Action recognizes the variety of national goals with regard to fertility and does not recommend any world family-size norm.

28. This Plan of Action recognizes the necessity of ensuring that all couples are able to achieve their desired number and spacing of children and the necessity of preparing the social and economic conditions to achieve this desire.

29. Consistent with the Proclamation of the International Conference on Human Rights, the Declaration on Social Progress and Development, the relevant targets of the Second United Nations Development Decade and the other international instruments on the subject, it is recommended that all countries:

(a) Respect and ensure, regardless of their overall demographic goals, the right of persons to determine, in a free, informed and responsible manner, the number and spacing of their children;

(b) Encourage appropriate education concerning responsible parenthood and make available to persons who so desire advice and means of achieving it;

(c) Ensure that family planning, medical and related social services aim not only at the prevention of unwanted pregnancies but also at elimination of involuntary sterility and sub-fecundity in order that all couples may be permitted to achieve their desired number of children; and adoption should be facilitated;

(d) Seek to ensure the continued possibility of variations in family size when a low fertility level has been established or is a policy objective;

(e) Make use, wherever needed and appropriate, of adequately trained professional and auxiliary health personnel, rural extension, home economics and social workers, and non-government channels, to help provide family planning services and to advise users of contraceptives;

(f) Increase their health manpower and health facilities to the level of effectiveness, redistribute functions among the different level of professionals and auxiliaries in order to overcome the shortage of qualified personnel and establish an effective system of supervision in their health and family planning services;

(g) Ensure that information about, and education in, family planning and other matters which affect fertility, are based on valid and proven scientific knowledge, and include a full account of any risk that may be involved in the use or non-use of contraceptives.

30. Governments which have family planning programmes are invited to consider integrating and co-ordinating these services with health and other services designed to raise the quality of family life, including family allowances and maternity benefits, and to consider including family planning services in their official health and social insurance systems. As concerns couples themselves, family planning policy should also be directed towards promotion of the psycho-social harmony and mental and physical well-being of couples.

31. It is recommended that countries wishing to affect fertility levels give priority to implementing development programmes and educational and health strategies which, while contributing to economic growth and higher standards of living, have a decisive impact upon demographic trends, including fertility. International co-operation is called for to give priority to assisting such national efforts in order that these programmes and strategies be carried into effect.

32. While recognizing the diversity of social, cultural, political and economic conditions among countries and regions, it is nevertheless agreed that the following development goals generally have an effect on the socio-economic content of reproductive decisions that tends to moderate fertility levels:

(a) The reduction of infant and child mortality, particularly by means of improved nutrition, sanitation, maternal and child health care, and maternal education;

(b) The full integration of women into the development process, particularly by means of their greater participation in educational, social, economic and political opportunities, and especially by means of the removal of obstacles to their employment in the non-agricultural sector wherever possible. In this context, national laws and policies, as well as relevant international recommendations, should be reviewed in order to eliminate discrimination in, and remove obstacles to, the education, training, employment and career advancement opportunities for women;

(c) The promotion of social justice, social mobility, and social development particularly by means of a wide participation of the population in development and a more equitable distribution of income, land, social services and amenities;

(d) The promotion of wide educational opportunities for the young of both sexes, and the extension of public forms of pre-school education for the rising generation;

(e) The elimination of child labour and child

abuse and the establishment of social security and old age benefits;

(f) The establishment of an appropriate lower limit for age at marriage.

33. It is recommended that governments consider making provision, in both their formal and non-formal educational programmes for informing their people of the consequences of existing or alternative fertility behaviour for the well-being of the family, the educational and psychological development of children and the general welfare of society, so that an informed and responsible attitude to marriage and reproduction will be promoted.

34. Family size may also be affected by incentive and disincentive schemes. However, if such schemes are adopted or modified they should not violate human rights.

35. Some social welfare programmes, such as family allowances and maternity benefits, may have a positive effect on fertility and may hence be strengthened when such an effect is desired. However, such programmes should not, in principle, be curtailed if the opposite effect on fertility is desired.

36. The projections in paragraph 16 of future declines in rates of population growth, and those in paragraph 22 concerning increased expectation of life, are consistent with declines in the birth rate of the developing countries as a whole from the present level of 38 per thousand to 30 per thousand by 1985; in these projections, birth rates in the developed countries remain in the region of 15 per thousand. To achieve by 1985 these levels of fertility would require substantial national efforts, by those countries concerned, in the field of socio-economic development and population policies, supported, upon request, by adequate international assistance. Such efforts would also be required to achieve the increase in expectation of life.

37. In the light of the principles of this Plan of Action, countries which consider their birth rates detrimental to their national purposes are invited to consider setting quantitative goals and implementing policies that may lead to the attainment of such goals by 1985. Nothing herein should interfere with the sovereignty of any government to adopt or not to adopt such quantitative goals.

38. Countries which desire to reduce their birth-rates are invited to give particular consideration to the reduction of fertility at the extremes of female reproductive ages because of the salutary effects this may have on infant and maternal welfare.

39. The family is recognized as the basic unit of society. Governments should assist families as far as possible to enable them to fulfil their role in society. It is therefore recommended that:

(a) The family be protected by appropriate legislation and policy without discrimination as to other members of society;

(b) Family ties be strengthened by giving recog-

nition to the importance of love and mutual respect within the family unit;

(c) National legislation having direct bearing on the welfare of the family and its members, including laws concerning age at marriage, inheritance, property rights, divorce, education, employment and the rights of the child, be periodically reviewed, as feasible, and adapted to the changing social and economic conditions and with regard to the cultural setting;

(d) Marriages be entered into only with the free and full consent of the intending spouses;

(e) Measures be taken to protect the social and legal rights of spouses and children in the case of dissolution or termination of marriage by death or other reason.

40. (a) Governments should equalize the legal and social status of children born in and out of wedlock as well as children adopted;

(b) The legal responsibilities of each parent toward the care and support of all their children should be established.

41. Governments should ensure full participation of women in the educational, social, economic, and political life of their countries on an equal basis with men. It is recommended that:

(a) Education for girls as well as boys should be extended and diversified to enable them to contribute more effectively in rural and urban sectors, as well as in the management of food and other household functions;

(b) Women should be actively involved both as individuals and through political and non-governmental organizations, at every stage and every level in the planning and implementation of development programmes, including population policies;

(c) The economic contribution of women in households and farming should be recognized in national economies;

(d) Governments should make a sustained effort to ensure that legislation regarding the status of women complies with the principles spelled out in the Declaration on the Elimination of Discrimination Against Women and other United Nations Declarations, Conventions, and international instruments to reduce the gap between law and practice through effective implementation, and to inform women at all socio-economic levels of their legal rights and responsibilities.

42. Equal status of men and women in the family and in society improves the over-all quality of life. This principle of equality should be fully realized in family planning where both spouses should consider the welfare of other members of the family.

43. Improvement of the status of women in the family and in society can contribute, where desired, to smaller family size, and the opportunity for women to plan births also improves their individual status.

4. *Population distribution and internal migration*

44. Urbanization in most countries is characterized by a number of adverse factors—drain from rural areas through migration of individuals who cannot be absorbed by productive employment in urban areas, serious disequilibrium in the growth of urban centres, contamination of the environment, inadequate services and housing and social and psychological stress. In many developing countries, adverse consequences are due in large part to the economic structures resulting from the dependent situation of these countries in the international economic system and the correction of these shortcomings requires as a matter of priority the establishment of equitable economic relations among peoples.

45. Policies aimed at influencing population flows into urban areas should be co-ordinated with policies relating to the absorptive capacity of urban centres, as well as policies aimed at eliminating the undesirable consequences of excessive migration. In so far as possible, these policies should be integrated in plans and programmes dealing with over-all social and economic development.

46. In formulating and implementing internal migration policies, governments are urged to consider the following guidelines, without prejudice to their own socio-economic policies:

(a) Measures which infringe the right of freedom of movement and residence within the borders of each State that is enunciated in the Universal Declaration of Human Rights and other international instruments should be avoided;

(b) A major approach to a more rational distribution of the population is in planned and more equitable regional development, particularly in the advancement of regions which are less favoured or developed by comparison with the rest of the country;

(c) In planning development, and particularly in planning the location of industry and business and the distribution of social services and amenities, governments should take into account not only short-term economic returns of alternative patterns, but also the social and environmental costs and benefits involved as well as equity and social justice in the distribution of the benefits of development among all groups and regions;

(d) Population distribution patterns should not be restricted to a choice between metropolitan and rural life; efforts should be made to establish and strengthen networks of small and medium-size cities to relieve the pressure on the large towns, while still offering an alternative to rural living;

(e) Intensive programmes of economic and social improvement should be carried out in the rural areas through balanced agricultural development which will provide increased income to the agricultural population, permit an effective expansion of social services and include measures to protect the en-

vironment and conserve and increase agricultural resources;

(f) Programmes should be promoted to make accessible to scattered populations the basic social services and the support necessary for increased productivity, e.g. by consolidating them in rural centres.

47. Internal migration policies should include the provision of information to the rural population of the economic and social conditions in the urban areas, including information on availability of employment opportunities.

48. In rural areas and areas accessible to rural populations, new employment opportunities including industries and public works programmes should be created, systems of land tenure should be improved and social services and amenities provided. It is not sufficient to consider how to bring the people to existing economic and social activities; it is also important to bring those activities to the people.

49. Considerable experience is now being gained by some countries which have implemented programmes aimed at relieving urban pressure, revitalizing the countryside, inhabiting sparsely populated areas or settling newly reclaimed agricultural land. Countries having such experience are invited to share it with other countries. It is recommended that international organizations make available upon request co-ordinated technical and financial assistance to facilitate the settlement of people.

50. The problems of urban environment are a consequence not only of the concentration of inhabitants, but also of their way of life which can produce harmful effects, such as wasteful and excessive consumption and activities which produce pollution. In order to avoid such effects in those countries experiencing this problem a development pattern favouring balanced and rational consumption is recommended.

5. *International migration*

51. It is recommended that governments and international organizations generally facilitate voluntary international movement. However, such movements should not be based on racial considerations which are to the detriment of indigenous populations. The significance of international migration varies widely among countries, depending upon their area, population size and growth rate, social and economic structure and environmental conditions.

52. Governments which consider international migration as important to their countries, either in the short or the long run, are urged to conduct, when appropriate, bilateral or multilateral consultations, taking into account the principles of the Charter of the United Nations, the Universal Declaration of Human Rights and other international instruments, with a view to harmonizing their policies which affect these movements. It is recom-

mended that international organizations make available upon request co-ordinated technical and financial assistance to facilitate the settlement of people in countries of immigration.

53. Problems of refugees and displaced persons arising from forced migration, including their right of return to homes and properties, should also be settled in accordance with the relevant Principles of the Charter of the United Nations, the Universal Declaration of Human Rights and other international instruments.

54. Countries that are concerned with the outflow of migrant workers and wish to encourage and assist their remaining or returning should make particular efforts to create favourable employment opportunities at the national level. More developed countries should co-operate, bilaterally or through regional organizations and the international community, with less developed countries, to achieve these goals through the increased availability of capital, technical assistance, export markets and more favourable terms of trade and choice of production technology.

55. Countries receiving migrant workers should provide proper treatment and adequate social welfare services for them and their families, and should ensure their physical safety and security, in conformity with the provisions of relevant ILO conventions and recommendations and other international instruments.

56. Specifically, in the treatment of migrant workers Governments should work to prevent discrimination in the labour market and in society through lower salaries or other unequal conditions, to preserve their human rights, to combat prejudice against them and to eliminate obstacles to the reunion of their families. Governments should enable permanent immigrants to preserve their cultural heritage *inter alia* through the use of their mother tongue. Laws to limit illegal immigration should not only relate to the illegal migrants themselves but also to those inducing or facilitating their illegal action and should be promulgated in conformity with international law and basic human rights. Governments should bear in mind humanitarian considerations in the treatment of aliens who remain in a country illegally.

57. Since the outflow of qualified personnel from developing to developed countries seriously hampers the development of the former, there is an urgent need to formulate national and international policies to avoid the "brain drain" and obviate its adverse effects, including the possibility of devising programmes for large-scale communication of appropriate technological knowledge mainly from developed countries to the extent it can be properly adjusted and appropriately absorbed.

58. Developing countries suffering from heavy emigration of skilled workers and professionals should undertake extensive educational, manpower planning, investment in scientific and technical programmes, and other programmes and measures, to

better match skills with employment opportunities, to increase the motivation of such personnel to contribute to the progress of their own country, and also undertake measures to encourage the return of their scientists and skilled personnel to specific job situations where needed.

59. Foreign investors should employ and train local personnel and use local research facilities to the greatest possible extent in conformity with the policies of the host country. Subject to their consent, the location of research facilities in host countries may aid them to a certain extent in retaining the services of highly skilled and professional research workers. Such investment should, of course, in no circumstances inhibit national economic development. International co-operation is needed to improve programmes to induce skilled personnel to return to, or remain in, their own countries.

60. Where immigration has proved to be of a long-term nature, countries are invited to explore the possibilities of extending national civil rights to immigrants.

61. The flow of skilled workers, technicians and professionals from more developed to less developed countries may be considered a form of international co-operation. Countries in a position to do so should continue and increase this flow with full respect for the sovereignty and equality of recipient countries.

62. Countries affected by significant numbers of migrant workers are urged, if they have not yet done so, to conclude bilateral or multilateral agreements which would regulate migration, protect and assist migrant workers, and protect the interests of the countries concerned. The International Labour Organisation should promote concerted action in the field of protection of migrant workers, and the United Nations Human Rights Commission should help, as appropriate, to ensure that the fundamental rights of migrants are safeguarded.

6. Population structure

63. All governments are urged, when formulating their development policies and programmes, to take fully into account the implications of changing numbers and proportions of youth, working age groups and the aged, particularly where such changes are rapid. Countries should study their population structure to determine their most desirable balance between age groups.

64. Specifically, developing countries are urged to consider the implications which the combination of their characteristically young age structure and moderate to high fertility have on their development. The fact of increasingly young population structures in many developing countries require appropriate development strategies, priorities being required for their subsistence, health, education, training and incorporation in the labour force through full employment as well as their active participation in political, cultural, social and economic life.

65. Developing countries are invited to consider

the possible economic, social and demographic effects of population shifts from agriculture to non-agricultural industries. In addition to fuller utilization of labour and improvements in productivity and the levels of living, promotion of non-agricultural employment should aim at such change in the socio-economic structure of manpower and population that would effect demographically relevant behaviour of individuals. All countries are invited to fully consider the appropriate support and assistance to the World Employment Programme and related national employment promotion schemes.

66. Similarly, the other countries are urged to consider the contrary implications of the combination of their aging structure with moderate to low or very low fertility. All countries should carry out as part of their development programmes, comprehensive, humanitarian and just programmes of social security for the elderly.

67. In undertaking settlement and resettlement schemes and urban planning, governments are urged to give adequate attention to questions of age and sex balances and, particularly, to the welfare of the family.

B. Socio-economic policies

68. This Plan of Action recognizes that economic and social development is a central factor in the solution of population problems. National efforts of developing countries to accelerate economic growth should be assisted by the entire international community. The implementation of the International Development Strategy of the Second United Nations Development Decade, the Declaration and the Programme of Action on the new international economic order as adopted at the sixth Special Session of the United Nations General Assembly should lead to a reduction in the widening gap in levels of living between developed and developing countries and would be conducive to a reduction in population growth rates particularly in countries where such rates are high.

69. In planning measures to harmonize population trends and socio-economic change, human beings must be regarded not only as consumers but also as producers. The investment by nations in the health and education of their citizens contributes substantially to productivity. Consequently, plans for economic and social development and for international assistance for this purpose should emphasize the health and education sectors. Likewise, patterns of production and technology should be adapted to each country's endowment in human resources. Decisions on the introduction of technologies affording significant savings in employment of manpower should take into account the relative abundance of human resources. To this end it is recommended that efforts should be intensified to determine for each country the technologies and production methods best suited to its working population situation and to study the relationship between population factors and employment.

70. It is imperative that all countries, and within them all social sectors, should adapt themselves to more rational utilization of natural resources, without excess, so that some are not deprived of what others waste. In order to increase the production and distribution of food for the growing world population it is recommended that governments give high priority to improving methods of food production, the investigation and development of new sources of food and more effective utilization of existing sources. International co-operation is recommended with the aim of ensuring the provision of fertilizers and energy and a timely supply of foodstuffs to all countries.

C. Promotion of knowledge and policies

71. In order to achieve the population objectives of this Plan of Action and to put its policy recommendations adequately into effect, measures need to be undertaken to promote knowledge of the relationships and problems involved, to assist in the development of population policies and to elicit the co-operation and participation of all concerned in the formulation and implementation of these policies.

1. Data collection and analysis

72. Statistical data on the population collected by means of censuses, surveys or vital statistics registers, are essential for the planning of investigations and to provide a basis for the formulation, evaluation and application of population and development policies. Countries that have not yet done so are urged to tabulate and analyse their census and other data in order to fulfil these objectives.

73. It is up to each country to take a population census in accordance with its own needs and capabilities. However, it is recommended that a population census be taken by each country between 1975 and 1985. It is also recommended that these censuses give particular attention to data relevant to development planning and the formulation of population policies; in order to be of greatest value, it is recommended that these data be tabulated and made available as quickly as possible, with an evaluation both of the quality of information as well as the degree of coverage of the census.

74. All countries that have not yet done so should be encouraged to establish a continuing capability for taking multi-subject household sample surveys and a long-term plan for securing statistics on various demographic and interrelated socio-economic variables on a regular basis. This is recommended particularly with regard to topics relating to the improvement of levels of living and the well-being and level of education of individuals, in view of the close relationship between these variables and the problems affecting population. All countries are invited to co-operate with the World Fertility Survey.

75. In line with the objectives of the World Programme for the Improvement of Vital Statistics, countries are encouraged to establish and improve

their vital registration system, as a long-term objective, and to enact laws relevant to the improvement of vital registration. Until this improvement is completed, the use of alternative methods is recommended, such as sample surveys, which provide up-to-date information on vital events.

76. Less developed countries should be provided with technical co-operation, equipment and financial support to develop or improve the population and related statistical programmes mentioned above. Provision for data gathering assistance should cover fully the need for evaluating, analysing and presenting the data in a form most appropriate to the needs of users.

77. Governments that have not yet done so are urged to establish appropriate services for the collection, analysis and dissemination of demographic and related statistical information.

2. Research

78. This Plan of Action gives high priority to research activities in population problems (including unemployment, starvation and poverty) and to related fields, particularly to research activities that are important for the formulation, evaluation and implementation of the population policies consistent with full respect for human rights and fundamental freedom as recognized in international instruments of the United Nations. Although research for filling gaps in knowledge is very urgent and important, high priority should be given to research oriented to the specific problems of countries and regions, including methodological studies. Such research is best carried out in the countries and regions themselves and by competent persons especially acquainted with national and regional conditions. The following research areas are considered to be of particular importance for filling existing gaps in knowledge:

(a) The social, cultural and economic determinants of population variables in different developmental and political situations, particularly at the family and micro levels;

(b) The demographic and social processes occurring within the family cycle through time and, particularly, through alternative modes of development;

(c) The development of effective means for the improvement of health, and especially for the reduction of maternal, foetal, infant and early childhood mortality;

(d) The study of experiences of countries which have major programmes of internal migration with a view to developing guidelines that are helpful to policy-makers of these countries and of countries that are interested in undertaking similar programmes;

(e) Projections of demographic and related variables including the development of empirical and hypothetical models for monitoring the future;

(f) The formulation, implementation and evaluation of population policies, including methods for

integrating population inputs and goals in development plans and programmes; the means for understanding and improving the motivations of people to participate in the formulation and implementation of population programmes; the study of education and communication aspects of population policy; the analysis of population policies in their relationship with other socio-economic development policies, laws and institutions, including the possible influences of the economic system on the social, cultural and economic aspects of population policies; the translation into action programmes of policies dealing with the socio-economic determinants of fertility, mortality, internal migration and distribution, and international migration;

(g) The collection, analysis and dissemination of information concerning human rights in relation to population matters and the preparation of studies aimed at the clarification, systematization and more effective implementation of these human rights;

(h) The review and analysis of national and international laws which bear directly or indirectly on population factors;

(i) Basic biological and applied research on the assessment and improvement of existing and new methods of fertility regulation; the evaluation of the impact of different methods of fertility regulation on ethical and cultural values and on mental and physical health, both in short-term and long-term effects; and the assessment and study of policies for creating social and economic conditions so that couples can freely decide on the size of their families;

(j) The evaluation of the impact of different methods of family planning on the health conditions of women and members of their families;

(k) The interrelationships among patterns of family formation, nutrition and health, reproductive biology, and the incidence, causes and treatment of sterility;

(l) Methods for improving the management, delivery and utilization of all social services associated with population, including family welfare and, when appropriate, family planning;

(m) Methods for the development of systems of social, demographic and related economic statistics in which various sets of data are interlinked, with a view to improving insight into the interrelationships of variables in these fields;

(n) The interrelations of population trends and conditions and other social and economic variables, in particular the availability of human resources, food and natural resources, the quality of the environment, the need for health, education, employment, welfare, housing and other social services and amenities, promotion of human rights, the enhancement of the status of women, the need for social security, political stability, discrimination, and political freedom;

(o) The impact of a shift from one family size

pattern to another on biological and demographic characteristics of the population;

(p) Research should be undertaken on the changing structure, functions, and dynamics of the family as an institution, including the changing roles of men and women, attitudes toward and opportunities for women's education and employment; the implications of current and future population trends for the status of women; biomedical research on male and female fertility, and the economic, social and demographic benefits to be derived from the integration of women in the development process;

(q) Research dealing with social indicators, to reflect the quality of life as well as the interrelations between socio-economic and demographic phenomena, should be encouraged. Emphasis should also be given to the development of socio-economic and demographic models.

79. Their national research requirements and needs must be determined by governments and national institutions. However, high priority should be given, wherever possible, to research that has wide relevance and international applicability.

80. National and regional research institutions dealing with population and related questions should be assisted and expanded as appropriate. Special efforts should be made to co-ordinate the research of these institutions by facilitating the exchange of their research findings and the exchange of information on their planned and ongoing research projects.

3. *Management, training, education and information*

81. There is a need for the development of management in all fields related to population, with national and international attention and appropriate support given to programmes dealing with its promotion.

82. A dual approach to training is recommended: an international programme for training in population matters concomitant with national and regional training programmes adapted and made particularly relevant to conditions in the countries and regions of the trainees. While recognizing the complementarity of these two approaches, national and regional training should be given the higher priority.

83. Training in population dynamics and policies, whether national, regional or international, should, in so far as possible, be interdisciplinary in nature. The training of population specialists should always be accompanied by relevant career development for the trainees in their fields of specialization.

84. Training in the various aspects of population activities, including the management of population programmes, should not be restricted to the higher levels of specialization but should also be extended to personnel at other levels, and, where needed, to medical, paramedical, traditional health personnel, and population programme administrators.

85. Training in population matters should be extended to labour, community and other social leaders,

to senior government officials, with a view to enabling them better to identify the population problems of their countries and communities and to help in the formulation of policies relating to them. Such training should impart an adequate knowledge of human rights in accordance with international standards and awareness of the human rights aspect of population problems.

86. Owing to the role of education in individuals' and society's progress and its impact on demographic behaviour all countries are urged to further develop their formal and informal educational programmes; efforts should be made to eradicate illiteracy, to promote education among the youth and abolish factors discriminating against women.

87. Educational institutions in all countries should be encouraged to expand their curricula to include a study of population dynamics and policies, including, where appropriate, family life, responsible parenthood and the relation of population dynamics to socio-economic development and to international relations. Governments are urged to co-operate in developing a world-wide system of international, regional and national institutions to meet the need for trained manpower. Assistance to the less developed countries should include, as appropriate, the improvement of the educational infrastructure such as library facilities and computer services.

88. Governments are invited to use all available means for disseminating population information.

89. Governments are invited to consider the distribution of population information to enlighten both rural and urban populations, through the assistance of governmental agencies.

90. Voluntary organizations should be encouraged, within the framework of national laws, policies and regulations, to play an important role in disseminating population information and ensuring wider participation in population programmes, and to share experiences regarding the implementation of population measures and programmes.

91. International organizations, both governmental and non-governmental, should strengthen their efforts to distribute information on population and related matters, particularly through periodic publications on the world population situation, prospects and policies, the utilization of audio-visual and other aids to communication, the publication of non-technical digests and reports, and the production and wide distribution of newsletters on population activities. Consideration should also be given to strengthening the publication of international professional journals and reviews in the field of population.

92. In order to achieve the widest possible dissemination of research results, translation activities should be encouraged at both the national and international levels. In this respect, the revision of the United Nations Multilingual Demographic Dictionary and its publication in additional languages is strongly recommended.

93. The information and experience resulting from the World Population Conference and the World Population Year relating to the scientific study of population and the elaboration of population policies should be synthesized and disseminated by the United Nations.

4. *Development and evaluation of population policies*

94. Where population policies or programmes have been adopted, systematic and periodic evaluations of their effectiveness should be made with a view to their improvement.

95. Population measures and programmes should be integrated into comprehensive social and economic plans and programmes and this integration should be reflected in the goals, instrumentalities and organizations for planning within the countries. In general, it is suggested that a unit dealing with population aspects be created and placed at a high level of the national administrative structure and that such a unit be staffed with qualified persons from the relevant disciplines.

CHAPTER IV. RECOMMENDATIONS FOR IMPLEMENTATION

A. *Role of national Governments*

96. The success of this Plan of Action will largely depend on the actions undertaken by national Governments and Governments are urged to utilize fully the support of intergovernmental and non-governmental organizations.

97. This Plan of Action recognizes the responsibility of each Government to decide on its own policies and devise its own programmes of action dealing with the problems of population and economic and social progress. The recommendations made in this Plan of Action, in so far as they relate to national Governments, are made with due regard to the need for variety and flexibility in the hope that they may be responsive to major needs in the population field as perceived and interpreted by national Governments. However, it is strongly recommended that national policies be formulated and implemented without violating, and with due promotion of, universally accepted standards of human rights.

98. An important role of Governments with regard to this Plan of Action is to determine and assess the population problems and needs of their countries in the light of their political, social, cultural, religious and economic conditions; such an undertaking should be carried out systematically and periodically so as to promote informed, rational and dynamic decision-making in matters of population and development.

99. The effect of national action or inaction in the fields of population may, in certain circumstances, extend beyond national boundaries; such international implications are particularly evident with regard to aspects of morbidity, population

concentration and international migration, but may also apply to other aspects of population concern.

B. *Role of international co-operation*

100. International co-operation, based on the peaceful co-existence of States having different social systems, should play a supportive role in achieving the goals of the Plan of Action. This supportive role could take the form of direct assistance, technical or financial, in response to national and regional requests and be additional to economic development assistance, or the form of other activities, such as monitoring progress, undertaking comparative research in the area of population, resources and consumption, and furthering the exchange among countries of information and policy experiences in the field of population and consumption. Assistance should be provided, as far as possible, with the assurance of support consistent with the national plans of recipient countries. Assistance should be provided on the basis of respect for sovereignty of the recipient country and its national policy.

101. The General Assembly of the United Nations, the Economic and Social Council, the Governing Council of UNDP/UNFPA [U.N. Development Program/U.N. Fund for Population Activities] and other competent legislative and policy-making bodies of the specialized agencies and the various intergovernmental organizations are urged to give careful consideration to this Plan of Action and to ensure an appropriate response to it.

102. Countries sharing similar population conditions and problems are invited to consider jointly this Plan of Action, exchange experience in relevant fields and elaborate those aspects of the Plan that are of particular relevance to them. The United Nations regional economic commissions and other regional bodies of the United Nations system should play an important role toward this end.

103. There is a special need for training in the field of population. The United Nations system, governments and, as appropriate, non-governmental organizations are urged to give recognition to this need and priority to the measures necessary to meet it, including information, education and services for family planning.

104. More developed countries, and other countries able to assist, are urged to increase their assistance to less developed countries in accordance with the goals of the Second United Nations Development Decade and, together with international organizations, to make this assistance available in accordance with the national priorities of receiving countries. In this respect, it is recognized, in view of the magnitude of the problems and the consequent national requirements for funds, that considerable expansion of international assistance in the population field is required for the proper implementation of this Plan of Action.

105. It is suggested that the expanding, but still insufficient, international assistance in population

and development matters requires increased co-operation; UNFPA is urged, in co-operation with all organizations responsible for international population assistance, to produce a guide for international assistance in population matters which would be made available to recipient countries and institutions and be revised periodically.

106. International non-governmental organizations are urged to respond to the goals and policies of this Plan of Action by co-ordinating their activities with those of other non-governmental organizations, and with those of relevant bilateral and multilateral organizations, by expanding their support for national institutions and organizations dealing with population questions, and by co-operating in the promotion of widespread knowledge of the goals and policies of the Plan of Action, and, when requested, by supporting national and private institutions and organizations dealing with population questions.

C. Monitoring, review and appraisal

107. It is recommended that monitoring of population trends and policies discussed in this Plan of Action should be undertaken continuously as a specialized activity of the United Nations and reviewed biennially by the appropriate bodies of the United Nations system, beginning in 1977. Because of the shortness of the intervals, such monitoring would necessarily have to be selective with regard to its informational content and should focus mainly on new and emerging population trends and policies.

108. A comprehensive and thorough review and appraisal of progress made towards achieving the goals and recommendations of this Plan of Action should be undertaken every five years by the United Nations system. For this purpose the Secretary-General is invited to make appropriate arrangements taking account of the existing structure and resources of the United Nations system, and in co-operation with Governments. It is suggested that the first such review be made in 1979 and be repeated each five years thereafter. The findings of such systematic evaluations should be considered by the Economic and Social Council with the object of making, whenever necessary, appropriate modifications of the goals and recommendations of this Plan.

109. It is urged that both the monitoring and the review and appraisal activities of this Plan of Action be closely co-ordinated with those of the International Development Strategy for the Second United Nations Development Decade and any new international development strategy that might be formulated.

President Ford Reports to Congress on Progress of NATO Offset

*Message to the Congress*¹

To the Congress of the United States:

In accordance with Section 812(d) of the Department of Defense Appropriation Authorization Act, 1974 (Public Law 93-155), I am pleased to submit a report to Congress on our progress toward offsetting the balance of payments deficit resulting from the deployment of U.S. forces in NATO Europe.

President Nixon reported to the Congress on May 16, 1974 that the offset agreement concluded in April 1974 with the Federal Republic of Germany had a dollar value of approximately \$2.22 billion over fiscal years 1974 and 1975. Of that amount, the fiscal year 1974 portion will total approximately \$1.1 billion and will be directly applicable toward meeting the requirements of Section 812.

Since President Nixon's last report, the NATO Economic Directorate has concluded a study showing the payments for military-related items from the United States by allies other than the Federal Republic of Germany should amount to approximately \$1 billion. When that amount is added to the fiscal year 1974 portion of the offset agreement with Germany, it becomes clear that the United States should be able to offset the \$2.1 billion military foreign exchange expenditures resulting from the deployment of our forces in NATO Europe during fiscal year 1974. Accordingly, I can report to the Congress that the requirements of Section 812 should be met.

GERALD R. FORD.

THE WHITE HOUSE, August 20, 1974.

¹ Transmitted on Aug. 20 (text from White House press release).

Nuclear Disarmament Without Secrecy

Address by Fred C. Iklé

*Director, U.S. Arms Control and Disarmament Agency*¹

How, in the nuclear era, can we insure the survival of our country with its freedoms? We need courage and candor to cope with this most painful question of our time.

We all sense the uncertain danger of nuclear war, but we have imposed on ourselves an inner secrecy. We have ceased asking the questions that would stir up our quiet anxiety: What are the human implications of nuclear weapons? What can they do to people—to a country? The potential for grief and suffering that lies hidden in the nuclear arsenals has long grown so immense that it has outstripped our capacity for fear.

Those of us who are old enough to remember 1945 still carry a vivid picture in our minds. We recall from Hiroshima and Nagasaki the acres of cities turned into a desolation of twisted steel and shattered concrete. We recall the eyewitness reports, the photographs, the detailed medical studies and scientific evaluations. We thought we would never forget the flesh burns, the mangled children, the fearsome radiation sickness.

To provide a measure for the destructiveness of the atom bomb, we referred to the explosives used in World War II in the strategic bombing of cities. With those ruined cities still painfully visible, "tons of TNT" had some meaning. The "blockbuster," the largest prenuclear bomb of the war that could destroy a whole city block, contained 10 tons. The atom bomb of Hiroshima had the explosive power of 15 *thousand* tons of TNT.

¹ Made before the Council on Foreign Relations at Chicago, Ill., on Sept. 5 (text from ACDA press release).

Thus we strove to give a human scale to the threat of a third world war in which kiloton bombs would be used in dozens of places. I say "dozens," for such were the numbers of atom bombs available in the late 1940's.

Then in the early 1950's a qualitative leap in technology brought the megaton. Now reality could no longer be encompassed by our imagination. We could not comprehend in human terms a blockbuster multiplied by a hundred thousand. But we thought we could still comprehend scientifically. A "megaton" is scientific language without appropriate emotive content, like the distance of the stars expressed in light-years.

Yet the fundamental truth about megatons is that they are not out there in a distant galaxy; megatons are aimed today at people, you and me, the people in the United States and in Russia, men, women, and children in many cities of many countries. It is the human meaning, therefore, that is the essence of nuclear weapons—the very meaning that our scientific jargon cannot convey.

Thus, over 20 years ago we lost comprehension—in emotive and human terms—of the reality of nuclear weapons. And yet reality receded even further beyond the horizon of our understanding. For after this qualitative leap from kilotons to megatons, in the following decades the quantity of weapons also increased a thousandfold. Instead of the dozens of atomic bombs that frightened us so much in the late 1940's we are now confronted with many thousands of nuclear weapons.

This story, I am sure, you were all aware of. But for those of you who have not fol-

lowed this macabre branch of science closely, I have important news: We are not only unable to express the human meaning of nuclear war—the only meaning that matters—we are also unable to express the full range of physical effects of nuclear warfare, let alone to calculate these effects.

Why is this so? Because the damage from nuclear explosions to the fabric of nature and the sphere of living things cascades from one effect to another in ways too complex for our scientists to predict. Indeed, the more we know, the more we know how little we know. Several accidents and chance discoveries permitted us to catch a new glimpse of this nether world over the past 20 years. At least half a dozen such discoveries seem worth recalling:

The first reminds us of the unpredictability of nuclear fallout.

In 1954, the United States exploded an “experimental thermonuclear device” on a coral reef in the Marshall Islands. It was expected to have the power of about 8 million tons of TNT. But actually it exploded with about double the yield predicted—15 million tons of TNT. And it produced much more fallout than expected. An area of more than 7,000 square miles was seriously contaminated. Radioactive debris showered down on a Japanese fishing boat 40 miles outside the preannounced test area. About 100 miles downwind from the explosion, Rongelap Atoll unexpectedly received serious fallout, so that inhabitants there had to be evacuated. One section of the atoll received about six times the lethal dose. And the U.S. Government promptly issued a notice expanding the danger area to about 400,000 square miles, or roughly eight times the area previously designated as the danger zone. This experience furnished a dramatic lesson in the difficulty of predicting fallout.

The second: The same thermonuclear test unexpectedly drove home to us some of the human meaning of fallout, largely an abstraction to most of the world at the time.

Soon after the explosion, a sandy ash showered down on crewmembers of the Japanese fishing boat I mentioned, settled in their

hair and on their skin. The crew, having no idea about the nature of this strange substance from the sky, kept working. But before long, the awful symptoms of radiation sickness began to be felt.

At Rongelap Atoll it was two days before people on the island were evacuated. By that time they had received about one-fourth the lethal dose of radiation. Fortunately, they had not been at the northern end of the island, where the fallout would have brought quick death. But children were later found to have serious permanent thyroid injury, which would retard their growth. Just recently, a young man who was exposed in that test while still in his mother's womb underwent surgery at Cleveland Metropolitan General Hospital. Growths were removed from his thyroid gland. This brought to 28 the number of residents of Rongelap who have had such surgery.

The third unexpected discovery made us aware how nuclear explosions can bring about massive disruptions in worldwide communications. This type of disruption could have seriously impaired the ability of governments and military commanders to receive attack warning and maintain control.

In 1958, the United States exploded two nuclear devices high above Johnson Island in the Pacific. High-frequency radio communications which crossed the sky 600 miles from the detonation point were unexpectedly lost. Some interruptions lasted minutes, others many hours. The disruption resulted from complex interactions among effects produced by the explosion: the shock wave's disruption of the ionosphere which normally reflects radio signals back to earth, radiations from debris, and ionization of the atmosphere. The reasons for the unexpected disruption were explained—but only well after the event.

The fourth chance discovery made our experts focus on the distant damage to electronic equipment and computers that nuclear detonations can cause. Given that our engineers, happily, had never seen a nuclear war, they were used to worrying primarily about heat and blast damage, familiar to

them from Hiroshima and Nagasaki and from subsequent weapons tests. But meanwhile, the British had discovered that the electromagnetic pulse produced by nuclear explosion could destroy critical command and control links and computer memories beyond the range of blast damage. The British, having a much smaller test program than our own, assumed we must be aware of this vulnerability. We weren't. Only through coincidence was knowledge of this effect relayed to our own experts.

The fifth discovery alters our assessment of the vulnerability of missile forces that are protected in underground silos, such as our Minuteman. As you know, there is continuing concern that our Minuteman missile force might become vulnerable to a sudden attack, hence lose its deterrent value.

For years, simplistic calculations have been used—the kind of calculations that a teacher can put on half a blackboard—to show that accurately aimed multiple warheads, so-called MIRV's [multiple independently targeted reentry vehicles], would inevitably increase this vulnerability. Then the complexity of the real world was rediscovered. It was found that through a phenomenon dubbed "fratricide" some of these warheads might destroy or divert each other before they could destroy the intended target.

In this case, the discovery suggests something reassuring: Our simple calculations may have exaggerated the vulnerability of our missiles.

The sixth and last example concerns a new uncertainty about what nuclear war might do to people and to the very environment on which life depends—an uncertainty that has gone unnoticed for 25 years. This is the possibility that a large number of nuclear explosions might bring about the destruction, or partial destruction, of the ozone layer in the stratosphere that helps protect all living things from ultraviolet radiation.

I want to stress the accidental nature of this discovery. Not studies about thermonuclear war but totally unrelated investigations of the supersonic transport aircraft surfaced the ozone problem.

A few years ago, the public controversy surrounding supersonic aircraft led to inquiries into their possible effect on the stratosphere. This in turn led to a reexamination of measurements taken after a series of atmospheric nuclear weapons tests in the early 1960's. Based on this evidence, a few articles have started to appear in scientific journals, beginning to unfold the story.

We do know that nuclear explosions in the earth's atmosphere would generate vast quantities of nitrogen oxides and other pollutants which might deplete the ozone that surrounds the earth. But we do not know how much ozone depletion would occur from a large number of nuclear explosions—it might be imperceptible, but it also might be almost total. We do not know how long such depletion would last—less than one year or over ten years. And above all, we do not know what this depletion would do to plants, animals, and people. Perhaps it would merely increase the hazard of sunburn. Or perhaps it would destroy critical links of the intricate food chain of plants and animals and thus shatter the ecological structure that permits man to remain alive on this planet. All we know is that we do not know.

To find out more about this new potential danger from nuclear war, my Agency, the Arms Control and Disarmament Agency, has enlisted the help of the National Academy of Science as part of the Agency's statutory obligation to provide the scientific information upon which arms control policy must be based.

The six examples I mentioned show how the accidents of scientific discovery continue to add fragments to our knowledge of nuclear warfare. Each of these discoveries tore a hole in the facile assumptions that screened the reality of nuclear war. Each brought a new glimpse into the caldron of horrors. What unexpected discovery will be next? What will surprise number seven be? Number eight?

Unfortunately, when man can no longer confront his fears and can no longer comprehend reality, he takes refuge in superstitions. As substitutes for the incomprehensible real-

ity, we create an imaginary order. We count megatons, missiles, and MIRV's; we classify weapons as "tactical" or "strategic"; we use computers to calculate "unacceptable damage"; we elaborate theories of "first strike," "second strike," and "mutual deterrence." All these concerns are important. But we must not mistake uncertain notions for knowledge based on solid experience.

This lack of real knowledge applies not only to the effects of nuclear weapons but to the armaments themselves. Their steel and aluminum and concrete seem solid enough. However, lest we place too much confidence in these so-called weapons systems we should remember this: These complex "systems" had to be designed and developed in a world of theory. They could never be tested in that cataclysmic world where they would have to function if they ever had to function at all. Modern nuclear armaments are the product of a long succession of research and engineering projects, fortunately without full-scale tests—a development process unique in the history of technology.

It is as if we had been building airplanes of more and more advanced design ever since the Wright brothers without ever flying a single one, testing only components while basing the design of the plane as a whole entirely on theory. Would you trust your family to fly in the latest model of an aircraft thus developed?

The fact is, since World War II, layers and layers of nuclear weaponry have accumulated, based on paper studies, laboratory experiments, and partial tests. We do not know—and of course never want to find out—the full implications if ever those entire weapons systems were to be used. Yet we, as well as other nations, keep adding new layers of such armaments in the hope that they will ward off an enemy attack.

Fortunately, in our country the tradition of openness and the adversary system practiced by the Congress and the press maintain a healthy sense of concern and skepticism. New weapons systems are subjected to scrutiny. But in closed societies, where the practice of secrecy is so deeply rooted, the mili-

tary and their technicians can tunnel along in complete seclusion with their untested "systems" and their unverified hypotheses about how they would fight a nuclear war, none aware of the disaster that is being prepared. In an open society, foolishness and falsity in the long run come up against wise and honest men.

I reminded you of the accident 20 years ago that forced our technicians to recognize the implications of nuclear fallout. For a short while, the bureaucratic instinct among some of our officials was to conceal. A few days after the Marshall Island explosion, the information made available seemed to imply that the Japanese vessel may have trespassed, that the fishermen were not seriously injured, that the fishing area was not contaminated, and that nature was somehow to blame—"The wind failed to follow the predictions . . ." was given as an excuse. But our free press and Congress demanded the facts.

As you know, the temper of the American people, the energies of our free press, and the constitutional structure of our government are not a hospitable environment for secrecy. In this lies a real strength and a real hope. We have access to the facts that are known and, equally important, to the larger truth: That a great deal remains unknown. Of course, it is not enough for the facts to be open to the citizens; the citizens must be responsive to the facts.

The world seems to have become habituated to nuclear weapons. We were warned that this might happen by Bernard Baruch almost 30 years ago, when he represented the United States on nuclear arms control issues in the United Nations. In December 1946, six months after making the famous proposal which bears his name, Baruch said:

Time is two-edged. It not only forces us nearer to our doom if we do not save ourselves, but, even more horrendous, it habituates us to existing conditions which, by familiarity, seem less and less threatening.

What can be done to combat this habituation, this fatalistic lethargy? Part of the answer lies in our ability as Americans to com-

municate with other governments and people. I do not offer this as rhetoric; I mean it quite literally. It would be the greatest mistake to underestimate the intellectual and moral impact which we can have on world affairs.

Since the beginning of the nuclear era, the intellectual foundation of arms control and disarmament efforts has stemmed largely from American contributions, the product of our scholars and diplomats, our military and our scientists. The fact that the U.S. Government was the first to create an agency devoted to arms control and disarmament is in itself a reflection of a profoundly American quality—a practical optimism about the manageability of human affairs.

Because the United States is both an open society and also the foremost nuclear nation, we alone can communicate these realities to the world at large. It is now the fate of every country to remain imprisoned in a world made small and terribly fragile by modern instruments of destruction. If we ourselves openly address the implications of nuclear war and the requirements of disarmament, we will then be able to speak to the citizens of all nations.

We are likely to be greatly tested. We must not show weakness of character by choosing to rely only on the strength of our armaments rather than endure the frustrations of negotiating for mutual reductions of armaments. And we must not show weakness by departing from our standards for sound arms control measures. I am confident we shall pass these tests. As President Ford has said:²

Just as America will maintain its nuclear deterrent strength, we will never fall behind in negotiations to control—and hopefully reduce—this threat to mankind.

For the United States, as for every nation, self-interest and the human interest are one: to protect the earth, our only source of life.

² For President Ford's address before the Veterans of Foreign Wars Convention at Chicago, Ill., on Aug. 19, see Weekly Compilation of Presidential Documents dated Aug. 26, 1974, p. 1045.

Halting the increase and spread of nuclear armaments thus can become the common cause of the international community. We must mount a great effort to insure that America's candor and confidence and energy in seeking to control nuclear weapons will find the necessary response among leaders and citizens throughout the world.

Service of Legal Process by Mail on Foreign Governments in the U.S.

Following is the text of a circular diplomatic note sent to diplomatic missions in Washington on July 11.

The Secretary of State presents his compliments to Their Excellencies and Messieurs the Chiefs of Mission at Washington, and has the honor to invite their attention to certain matters concerning service of legal process against foreign governments in litigation in the United States. This is for the information of the Chiefs of Mission should the occasion arise, and is not to be considered as advice by the Department of State regarding the conduct of the litigation, which is the responsibility of counsel retained for that purpose.

The Chiefs of Mission may be aware that the Department of State has sponsored legislation to govern the application of the doctrine of sovereign immunity in litigation against foreign governments and their instrumentalities in the United States. This bill is numbered S. 566 in the Senate and H.R. 3493 in the House of Representatives, Ninety-third Congress, Second Session. Section 1608 of the proposed bill would provide for service of process in suits instituted against a foreign government through delivery of a copy of the summons by registered or certified mail to the ambassador or chief of mission of the foreign government concerned. The Department believes that such service may be beneficial to foreign governments in that it would provide an alternative

to the disruptive practice of attachment of assets, such as bank accounts, of a foreign government for the purposes of jurisdiction. Nevertheless, it has come to the Department's attention that countries party to the Convention on Diplomatic Relations, signed at Vienna on April 18, 1961, would have a basis for objection to the propriety of process served in this manner under Article 22, section 1, of that Convention, as interpreted in light of the negotiating history of that Convention (Official Records, Volume I, page 141). This Article provides as follows:

Article 22

1. The premises of the mission shall be inviolable. The agents of the receiving State may not enter them, except with the consent of the head of the mission.

The Department of State is presently considering an appropriate revision of the proposed bill dealing with service of process. Meanwhile, it has come to the Department's attention that, in some recent instances, service of process has been attempted through delivery by registered mail to a foreign embassy. Although S. 566 is not law, the courts of the United States might conclude as a matter of domestic law that this is a valid method of service in suits against foreign governments if counsel representing the foreign government does not bring the Vienna Convention of April 18, 1961, to the court's attention.

The Department of State, therefore, believes that foreign governments should be aware that the service provision of S. 566 is not yet the law of the United States. Furthermore, the Vienna Convention on Diplomatic Relations, which has been ratified by the United States, forms part of the law of the United States; and any method of service inconsistent with the provisions of that Convention, as illuminated by the negotiating history, may be subject to challenge in the courts.

DEPARTMENT OF STATE,
Washington, July 11, 1974.

U.S. Calls for International Action To Assist Refugees in Cyprus

Following is a statement made in the U.N. Security Council by U.S. Representative John Scali on August 30, together with the text of a resolution adopted by the Council that day.

STATEMENT BY AMBASSADOR SCALI

USUN press release 111 dated August 30

First I would like to express to the Secretary General the thanks of my delegation and my government for his recent visits to Cyprus, Greece, and Turkey to discuss the situation on that island. In particular, we commend him for his statesmanlike role in bringing about a meeting on humanitarian questions in which Acting President Clerides, Vice President Denktash, and the [U.N.] High Commissioner for Refugees have participated. The value of such talks between the leaders of the Greek Cypriot and Turkish Cypriot communities cannot be over-emphasized.

For the sake of all of the people of Cyprus, we urge the international community to make every effort to help create a negotiating climate which can produce constructive solutions, particularly of humanitarian questions.

Mr. President, we have heard at length today from one delegate of a special formula for peace which his government is going to sell. To persuade others to accept it, we have heard some fairy tales from another era—the bold charges of mysterious machinations by unidentified members of NATO. Mr. President, these stories might amuse or titillate the readers of summertime fiction on the beaches of the Crimea, but such fairy tales will not help us solve the real problems of Cyprus. I think in this regard that we can all agree that an absolute prerequisite for solving the critical humanitarian problems on Cyprus is strict compliance with the

cease-fire as called for in previous Security Council resolutions.

The United States shares the concern of the Secretary General and the parties for the plight of the refugees from both communities who have been made homeless. We commend the International Committee of the Red Cross and the U.N. High Commissioner for Refugees, as well as other humanitarian organizations, for their outstanding efforts to give emergency assistance particularly to those whose lives have been dislocated. We urge all of the parties concerned to adhere scrupulously to international agreements concerning the human rights of civilians during times of conflict.

Upon the recommendation of the late American Ambassador to Cyprus, Rodger Davies, the United States has responded to appeals from the International Committee of the Red Cross for emergency humanitarian assistance. We have donated \$3.1 million as of now. This sum includes a cash contribution of \$725,000 plus airlifts of relief supplies, and emergency equipment such as tents, blankets, and other provisions. The United States stands ready to provide additional assistance based on recommendations from the International Red Cross and the U.N. High Commissioner for Refugees. It is our view that such assistance goes to the heart of the issues before the Council today. We therefore appeal to the international community to join with us in responding to this humanitarian effort.

The United Nations Peace-keeping Force in Cyprus (UNFICYP) has performed courageously in assisting the parties and international relief agencies in carrying out their crucial humanitarian responsibilities. The United States underscores its support for Security Council Resolution 359, which demands that all parties cooperate with UNFICYP in carrying out all of its tasks, "including humanitarian functions, in all areas of Cyprus and in regard to all sections of the population."

The effort to render assistance to the people of Cyprus is a necessary emergency measure. However, the imperative and urgent need is to resume negotiations. A negotiated

settlement of the Cyprus dispute offers the best hope for all of the people on the island to live in peace and security.

The U.S. delegation supports the resolution before this Council and commends the spirit of compromise with which various points of view converged to produce it. Perhaps each delegation—and I would not exclude my own—would have preferred some variations in the text. Nonetheless, in our view, passage of this resolution can make positive contributions to easing the plight of refugees and should pave the way for further efforts to get broader negotiations under way again.

In closing, Mr. President, may I say a simple but no less heartfelt "thank you" to those who have spoken words of condolence on the memory of Ambassador Rodger Davies.

TEXT OF RESOLUTION ¹

The Security Council,
Conscious of its special responsibilities under the United Nations Charter,

Recalling its resolutions 186 (1964), 353 (1974), 354 (1974), 355 (1974), 357 (1974), 358 (1974), 359 (1974) and 360 (1974),

Noting that a large number of people on the island have been displaced, and are in dire need of humanitarian assistance,

Mindful of the fact that it is one of the foremost purposes of the United Nations to lend humanitarian assistance in situations such as the one currently prevailing in Cyprus,

Noting also that the United Nations High Commissioner for Refugees has already been appointed as Co-ordinator of United Nations Humanitarian Assistance for Cyprus with the task of co-ordinating relief assistance to be provided by United Nations programmes and agencies and from other sources,

Having considered the report of the Secretary-General contained in document S/11473,

1. *Expresses its appreciation to the Secretary-General for the part he has played in bringing about talks between the leaders of the two communities in Cyprus;*

2. *Warmly welcomes this development and calls upon those concerned in them to pursue the talks actively with the help of the Secretary-General and in the interests of the Cypriot people as a whole;*

¹ U.N. doc. S/RES/361 (1974); adopted by the Council unanimously on Aug. 30.

3. *Calls upon* all parties to do everything in their power to alleviate human suffering, to ensure the respect of fundamental human rights for every person and to refrain from all action likely to aggravate the situation;

4. *Expresses* its grave concern at the plight of the refugees and other persons displaced as a result of the situation in Cyprus and urges the parties concerned, in conjunction with the Secretary-General, to search for peaceful solutions of the problems of refugees, and take appropriate measures to provide for their relief and welfare and to permit persons who wish to do so to return to their homes in safety;

5. *Requests* the Secretary-General to submit at the earliest possible opportunity a full report on the situation of the refugees and other persons referred to in paragraph 4 of this resolution and decides to keep that situation under constant review;

6. *Further requests* the Secretary-General to continue to provide emergency United Nations humanitarian assistance to all parts of the population of the island in need of such assistance;

7. *Calls upon* all parties, as a demonstration of good faith, to take, both individually and in co-operation with each other, all steps which may promote comprehensive and successful negotiations;

8. *Reiterates* its call to all parties to co-operate fully with UNFICYP in carrying out its task;

9. *Expresses* the conviction that the speedy implementation of the provisions of this resolution will assist the achievement of a satisfactory settlement in Cyprus.

President Ford Announces Reconvening of SALT Talks

White House press release dated September 6

President Ford announced on September 6 that the Strategic Arms Limitation Talks (SALT) with the Soviet Union would reconvene on September 18, 1974, in Geneva. The U.S. Representative and chief of the U.S. delegation is Ambassador U. Alexis Johnson. The other members are:

DR. HAROLD BROWN, former Secretary of the Air Force and presently president of the California Institute of Technology, has served on the SALT delegation since the beginning of the negotiations.

LT. GEN. EDWARD L. ROWNY, a career military officer, has served in NATO as Deputy Chairman of the Military Committee and as Chairman of the Working Group on Mutual and Balanced Force Reductions.

BORIS KLOSSON is a career Foreign Service officer who served as Deputy Chief of Mission at the

American Embassy in Moscow from 1969 to 1972. RALPH EARLE II is the representative of the Arms Control and Disarmament Agency on SALT. DR. MICHAEL MAY, is associate director at large of the Lawrence Livermore Laboratory of the University of California.

Presidential Determination on Sale of Wheat to Egypt

MEMORANDUM OF AUGUST 14, 1974¹

[Presidential Determination No. 75 1]

Finding and Determination Under Sections 103(d) (3) and (4) of the Agricultural Trade Development and Assistance Act of 1954, as Amended—Egypt

Memorandum for the Secretary of State
and the Secretary of Agriculture

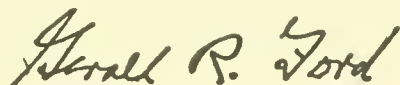
THE WHITE HOUSE,
Washington, August 14, 1974.

Pursuant to the authority vested in me under the Agricultural Trade Development and Assistance Act of 1954, as amended (hereinafter "the Act"), I hereby:

(a) Find, pursuant to Section 103(d)(3) of the Act, that the making of an agreement with the Government of Egypt for the sale, under Title I of the Act, of 100 thousand metric tons of wheat is in the national interest of the United States; and

(b) Determine, pursuant to Section 103(d)(4) of the Act, that the sale to Egypt of wheat in furtherance of such an agreement is in the national interest of the United States.

This Determination shall be published in the FEDERAL REGISTER.



STATEMENT OF REASONS THAT SALES UNDER TITLE I OF THE AGRICULTURAL TRADE DEVELOPMENT AND ASSISTANCE ACT OF 1954, AS AMENDED (PUBLIC LAW 480) TO EGYPT ARE IN THE NATIONAL INTEREST

Egypt is central to our efforts to achieve a just and lasting peace in the Middle East. Our ultimate success will depend on Egyptian confidence in our intention to develop a broad and constructive bilateral relationship with that country. Continuation of a program for concessional sales of agricultural commodities to Egypt will constitute a tangible demonstration of our intended role.

¹ 39 Fed. Reg. 30473, Aug. 23, 1974.

TREATY INFORMATION

Current Actions

MULTILATERAL

Aviation

Convention for the suppression of unlawful acts against the safety of civil aviation. Done at Montreal September 23, 1971. Entered into force January 26, 1973. TIAS 7570.

Ratification deposited: Mexico, September 12, 1974.

Coffee

Agreement amending and extending the international coffee agreement, 1968. Approved by the International Coffee Council at London April 14, 1973. Entered into force October 1, 1973. TIAS 7809.

Notification that constitutional procedures completed: Gabon, August 5, 1974.

Customs

Convention establishing a Customs Cooperation Council, with annex. Done at Brussels December 15, 1950. Entered into force November 4, 1952; for the United States November 5, 1970. TIAS 7063.

Accession deposited: Poland, July 17, 1974.

Disputes

Convention on the settlement of investment disputes between states and nationals of other states. Done at Washington March 18, 1965. Entered into force October 14, 1966. TIAS 6090.

Signature: Romania, September 6, 1974.

Finance

Articles of agreement of the International Bank for Reconstruction and Development, as amended. Done at Washington December 27, 1945. Entered into force December 27, 1945. TIAS 1502, 5929.

Signature and acceptance: Barbados, September 12, 1974.

Health

Constitution of the World Health Organization, as amended. Done at New York July 22, 1946. Entered into force April 7, 1948; for the United States June 21, 1948. TIAS 1808, 4643.

Acceptance deposited: Guinea-Bissau, July 29, 1974.

Ocean Dumping

Convention on the prevention of marine pollution by dumping of wastes and other matter, with

In response to current Egyptian needs, it is proposed to export to that country 100 thousand metric tons of wheat financed under Title I of the Agricultural Trade Development and Assistance Act of 1954, as amended (P.L. 480). This amount is based on Egypt's needs for not more than one fiscal year.

In order to enter into an agreement with the Government of Egypt for such a sale under Title I, it is necessary that the President find and determine that such sales would be in the national interest of the United States. Section 103(d)(3) of P.L. 480 prohibits the sale of agricultural commodities under Title I of the Act to any nation which sells or furnishes or permits ships or aircraft under its registry to transport to or from Cuba or North Vietnam any equipment, materials, or commodities (so long as those countries are governed by Communist regimes). However, if such activities are limited to the furnishing, selling, or selling and transporting to Cuba medical supplies, non-strategic agricultural or food commodities, sales agreements may be made if the President finds they are in the national interest of the United States. Section 103(d)(4) also prohibits sales of commodities under Title I to Egypt unless the President determines such sales are in the national interest of the United States.

Although Egypt has been trading with Cuba in recent years, our information indicates that it has not traded with North Vietnam. Egyptian ships or aircraft have not called at Cuba or North Vietnam. The best information available indicates that current Egyptian trade with Cuba is limited to non-strategic agricultural commodities and medical supplies within the meaning of Section 103(d)(3).

The considerations noted above, however, make important to the national interest of the United States that the proposed sale be made notwithstanding the prohibitions contained in Section 103(d)(3) and (4) of P.L. 480.

On May 16, President Nixon issued a Presidential Determination (No. 74-20) concerning *inter alia* the sale of tobacco to Egypt under P.L. 480.² That Determination included a waiver of the prohibitions in Section 620(e) of the Foreign Assistance Act of 1961, as amended, which under Section 410 of P.L. 480 prohibits sales under Title I of P.L. 480 to a country which has expropriated or nationalized property of Americans without taking appropriate steps to discharge its obligations under international law. However, since that time Egypt has agreed to the establishment of a Joint Committee to discuss compensation of American nationals, and on July 15, Secretary Kissinger determined that such an agreement constituted appropriate steps under Section 620(e). Therefore, no waiver of that provision is required to permit the sale of wheat to Egypt under Title I of P.L. 480.

² For text of the Presidential Determination, see 39 *Fed. Reg.* 19769, June 4, 1974.

annexes. Done at London, Mexico City, Moscow, and Washington December 29, 1972.¹
Ratification deposited: Spain, July 31, 1974.

Pollution

International convention for the prevention of pollution from ships, 1973, with protocols and annexes. Done at London November 2, 1973.¹
Signature: France (subject to approval), August 27, 1974.

Privileges and Immunities

Convention on the privileges and immunities of the United Nations. Done at New York February 13, 1946. Entered into force September 17, 1946; for the United States April 29, 1970. TIAS 6900.
Accessions deposited: Colombia, August 6, 1974; Spain, July 31, 1974.

Telecommunications

International telecommunication convention, with annexes. Done at Montreux November 12, 1965. Entered into force January 1, 1967; for the United States May 29, 1967. TIAS 6267.
Accession deposited: The Bahamas, August 19, 1974.

Terrorism—Protection of Diplomats

Convention on the prevention and punishment of crimes against internationally protected persons, including diplomatic agents. Done at New York December 14, 1973.¹
Signatures: Federal Republic of Germany, August 15, 1974;² Mongolia, August 23, 1974.
Ratification deposited: Bulgaria, July 18, 1974.³

BILATERAL

Australia

Agreement concerning the launching of Aerobee sounding rockets to measure natural radiation of the celestial sphere at infrared wave lengths. Effected by exchange of notes at Canberra August 23, 1974. Entered into force August 23, 1974.

Bangladesh

Agreement relating to establishment of a trust account for payment by Bangladesh of certain development assistance program expenses, with related letter. Signed at Dacca July 1, 1974. Entered into force July 1, 1974.

Barbados

Agreement amending the understanding of April 14 and 27, 1972 (TIAS 7363), concerning air transport relations. Effected by exchange of notes at Bridgetown August 13 and 22, 1974. Entered into force August 22, 1974.

¹ Not in force.

² With declaration.

³ With reservation.

Israel

Agreement amending the agreement relating to the reciprocal acceptance of certificates of airworthiness for imported aircraft of July 23, 1968 (TIAS 6530). Effected by exchange of notes at Washington September 4, 1974. Entered into force September 4, 1974.

Khmer Republic

Agreement for sales of agricultural commodities. Signed at Phnom Penh August 10, 1974. Entered into force August 10, 1974.

Mexico

Agreement amending and extending the agreement of July 31, 1970, for a cooperative meteorological observation program in Mexico, with memorandum of arrangement. Effected by exchange of notes at México and Tlatelolco September 3, 1974. Entered into force September 3, 1974.

Venezuela

Agreement concerning the establishment and operation of a regional office of the Drug Enforcement Administration in Caracas. Effected by exchange of notes at Caracas August 26, 1974. Entered into force August 26, 1974.

PUBLICATIONS

GPO Sales Publications

Publications may be ordered by catalog or stock number from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. A 25-percent discount is made on orders for 100 or more copies of any one publication mailed to the same address. Remittances, payable to the Superintendent of Documents, must accompany orders. Prices shown below, which include domestic postage, are subject to change.

Foreign Consular Offices in the United States 1974. A complete and official listing of the foreign consular offices in the United States together with their jurisdiction and recognized personnel. Pub. 7846. Department and Foreign Service Series 128. 105 pp. \$1.15. (Cat. No. S1.69:128).

Trust Territory of the Pacific Islands. Twenty-sixth annual report, covering fiscal year 1973, by the United States to the United Nations on the administration of the Trust Territory of the Pacific Islands. Pub. 8758. International Organization and Conference Series 112. 362 pp. \$2.75. (Cat. No. S1.70:112).

U.S. Policy Toward Panama, 1903–Present. Reprint from the Department of State Bulletin briefly describing events pertaining to questions of recognition and diplomatic relations and instances of U.S. intervention. Pub. 8763. Inter-American Series 106. 12 pp. 30¢. (Cat. No. S1.26:106).

The Battle Act Report 1973. Twenty-sixth report to the Congress on operations under the Mutual Defense Assistance Control Act of 1951 (Battle Act). Pub. 8765. General Foreign Policy Series 279. 65 pp. 75¢. (Cat. No. S1.71:279).

The Inter-American Relationship. This booklet, reprinted from the Department of State Bulletin, contains a collection of the significant policy pronouncements made since Secretary of State Henry A. Kissinger, in October 1973, hosted a luncheon honoring the chiefs of the Latin American delegations to the U.N. General Assembly. Pub. 8770. Inter-American Series 107. 34 pp. 70¢. (Cat. No. S1-26:107).

Antarctica—Measures in Furtherance of Principles and Objectives of the Antarctic Treaty. TIAS 7796. 12 pp. \$1. (Cat. No. S9.10:7796).

General Agreement on Tariffs and Trade. Ninth procès-verbal extending the declaration of November 12, 1959, on the provisional accession of Tunisia. TIAS 7810. 7 pp. 25¢. (Cat. No. S9.10:7810).

Agricultural Commodities. Agreement with the Republic of Viet-Nam amending the agreement of November 9, 1973, as amended. TIAS 7811. 4 pp. 25¢. (Cat. No. S9.10:7811).

Agricultural Commodities. Agreement with Colombia amending the agreement of April 24, 1973, as amended. TIAS 7812. 3 pp. 25¢ (Cat. No. S9.10:7812).

Agricultural Commodities. Agreement with Bangladesh amending the agreement of August 6, 1973, as

amended. TIAS 7813. 2 pp. 25¢. (Cat. No. S9.10:7813).

Air Charter Services. Agreement with France amending the agreement of May 7, 1973. TIAS 7815. 5 pp. 25¢. (Cat. No. S9.10:7815).

Aviation—Preclearance for Entry Into the United States. Agreement with the Bahamas. TIAS 7816. 5 pp. 25¢. (Cat. No. S9.10:7816).

Atomic Energy—Application of Safeguards Pursuant to the Non-Proliferation Treaty. Protocol with Iran and the International Atomic Energy Agency suspending the agreement of March 4, 1969. TIAS 7829. 3 pp. 25¢. (Cat. No. S9.10:7829).

DEPARTMENT AND FOREIGN SERVICE

Confirmations

The Senate on September 12 confirmed the following nominations:

Shirley Temple Black to be Ambassador to the Republic of Ghana.

John Sherman Cooper to be Ambassador to the German Democratic Republic.

Philip C. Habib to be an Assistant Secretary of State [for East Asian and Pacific Affairs].

Kenneth Rush to be Ambassador to France.

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**Check List of Department of State
 Press Releases: September 9-15**

Press releases may be obtained from the Office of Press Relations, Department of State, Washington, D.C. 20520.

No.	Date	Subject
*357	9/9	Foreign energy officials arrive in United States for one-month visit.
*358	9/9	Program for official visit of Israeli Prime Minister Yitzhak Rabin, Sept. 10-13.
*359	9/9	Notice of Egyptian Law No. 69, July 25, 1974, on desequestered assets and properties in Egypt.
*360	9/10	Country music group to tour U.S.S.R., Sept. 12-Oct. 13.
*361	9/10	U.S. Advisory Committee of the Inter-American Tropical Tuna Commission, La Jolla, Calif., Oct. 4.
*362	9/10	Shipping Coordinating Committee, Oct. 9.
*363	9/12	New enforcement measures for protection of fishery resources of the U.S. continental shelf.

* Not printed.